DEPARTMENT OF CITY PLANNING 100 LARKIN STREET SAN FRANCISCO CALIFORNIA

Revised Draft

Environmental Impact Report

FOR THE

PROPOSED AMENDMENTS TO THE

TEXT OF THE CITY PLANNING CODE

AND TO THE ZONING MAP RELATING TO

RESIDENTIAL DISTRICTS AND DEVELOPMENT

EE 76.182

May 18, 1978

REVIEW PERIOD:

May 18, 1978 - June 23, 1978

SUMMARY OF REVISED DRAFT EIR
EE76.182

On December 8, 1977, the City Planning Commission adopted a resolution of intention (No. 7864) to consider amending the Text Ordinance and Zoning Map of the City Planning Code which govern residential development in San Francisco. The proposed amendments are the result of an extensive study by the Department of City Planning which began in 1973. Not since 1960, when the present Planning Code was adopted, has there been an attempt to undertake a comprehensive revision of the residential controls of the City Planning Code (both text and map). Public hearings regarding the proposed amendments were initiated in January, 1978.

If adopted, the proposed amendments will completely revise the Zoning Map, residential districts, and development standards governing residential development in San Francisco. The proposed amendments would zone most of the City's residential areas according to the prevailing land use in the neighborhood. This constitutes a down-zoning of many properties and reduces the number of housing units that could legally be built in San Francisco. It is estimated that approximately 40,000 new housing units could still be added to the city's present housing stock. Based on historical construction trends since 1970, this represents a 20 year

supply of buildable land remaining within San Francisco. Since the proposed amendments are expected to last only 10-15 years before being revised, the 20 year supply of buildable land is considered adequate to meet present housing needs. The projected demand for housing is expected to increase by approximately 14,657 additional households. With a 6 percent vacancy rate, the total housing need by 1990 would be approximately 15,550 new housing units.

Since the proposed amendments would reduce the density in some neighborhoods, the demand for housing in those neighborhoods may not be accommodated. As a result the cost of housing may increase. With increasing housing costs, some population groups may find it difficult to live in San Francisco.

In order to compensate for the reduction in allowable densities within existing residential neighborhoods, new land, in underdeveloped commercial and industrial areas, could possibly be converted to residential zoning and development. It is estimated that a sufficient amount of new housing could be built in the Industrial areas to compensate for the reduction in the number of housing units that could legally be built. Other mitigation measures are also recommended.

The proposed amendments would moderate the intensity and scale of new residential development, thereby improving the quality of life in

residential neighborhoods throughout San Francisco. Since the building envelope would be reduced, the proposed amendments may limit the expansion of existing structures or the variety of new housing.

The proposed amendments will have minimal or no effect on other aspects of San Francisco's environment, or involve any irreversible environmental changes.

TABLE OF CONTENTS

TABLE OF CONTENTS

TABLE OF CONTENTS

List of Tables, Graphs, and Maps

CHAPTER I

BACKGROUND

What is Zoning?

Zoning is a legal device that regulates the use of land and the size and dimensions of buildings. Zoning may be defined as "the division of a municipality (or other governmental unit) into districts, and the regulation within those districts of:

1. The height and bulk of buildings and other structures;
2. The area of a lot which may be occupied and the size of required open spaces;
3. The density of development;
4. The use of buildings and land for trade, industry, residence, or other purpose." [1]

Early zoning ordinances were quite simple and usually divided the city into three basic zones: residential, commercial, and industrial. Modern zoning ordinances are more complex and usually create a greater number of district classifications.

The power to adopt zoning laws is based upon a city's basic power to enact legislation protecting the public health, safety and general welfare of its citizens. San Francisco's City Charter (Sec. 7.501 - Zoning Amendments) empowers the

[1] Goodman, William I. and Freund, Eric E., Principles and Practices of Urban Planning, International City Managers Association: Washington D.C., 1968, p.403.

City Planning Commission with the responsibility of developing "proposed ordinances and amendments thereto regulating or controlling the height, area, bulk, setbacks, location use or related aspects of any building or structure or land." The procedures for amending the City Planning Code are set forth in Sections 302 and 306 through 306.5 of the Code. Amendments to the City Planning Code may be initiated by the Board of Supervisors or by the City Planning Commission. Final legislative authority, however, rests with the Board of Supervisors.

The power of local governments in California to enact zoning regulations is granted by the State under Section 65800-65907 of the California Government Code. The right of California cities to establish districts for different types of uses has long been upheld by the California Supreme Court. [2] In 1926, the U.S. Supreme Court [3] ruled that comprehensive zoning per se was constitutional. Since that time the courts have considered comprehensive zoning ordinances a valid exercise of local government's regulatory powers.

History of Zoning In San Francisco

Zoning regulations in San Francisco are adopted as part of the City Planning Code, which is a portion of the City's

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[2] Hagman, Donald G., et al, California Zoning Practice California Continuing Education of the Bar, 1969, p.6.

[3] Euclid v. Ambler Realty Co., 272 U.S. 365(1926)

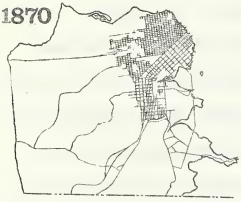
Municipal Code. The Planning Code consists of two parts: (1) the written ordinances containing zoning and other regulations affecting the use of property in San Francisco, and (2) the series of map sheets known collectively as the Zoning Map.

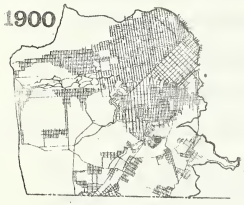
A zoning ordinance did not always exist to shape the pattern of land use. Like many other cities, San Francisco was largely developed prior to the advent of zoning. By the early 1900's the basic pattern of development was already established and the city had taken on an urban form (see Map I-1). Except for nuisance ordinances and other regulations affecting street patterns and building construction, the pattern of land use was largely determined by market forces during San Francisco's early development. Supplanting the array of ordinances then in effect to control land use, adoption of the first City Planning Code in 1921 did little more than separate residential uses from commercial and industrial uses. Typical of its time, the residential districts -- First Residential for areas with single-family homes, and Second Residential which allowed every type of residential building -- attempted to protect single-family areas while providing minimal protection to other types of residential areas from commercial and industrial uses. However, commercial zoning was applied to some areas which were currently in residential use. The 1921 ordinance had no specific

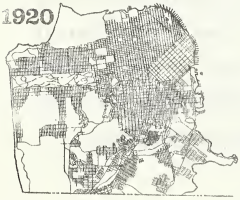
MAP I-1:

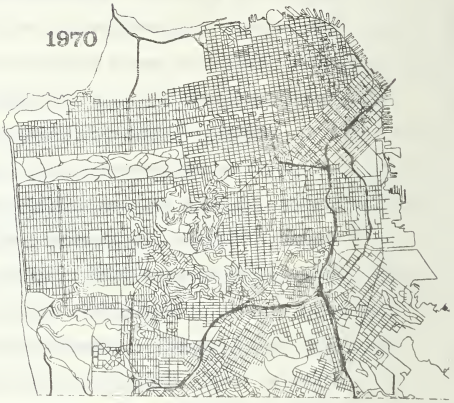
THE GROWTH OF SAN FRANCISCO

Patterns of Street and Property Development









* Prepared by the San Francisco Department of City Planning

requirements for building height and bulk, rear yard size, or off-street parking. Provisions for front set-backs were enacted separately for each street, but applied only to single-family (First Residential) neighborhoods.

During the mid-1920's, when high-rise structures began to appear in residential areas, scattered height limits were established in the northern part of the city under the Building Code. Today, the Building Code concentrates on regulating specific matters of structural and fire safety, while the City Planning Code regulates the general form of buildings and land use.

The City Planning Commission was eatablished in 1917, four years prior to the adoption of the first Planning Code, but a planning staff was not hired for another 24 years. Without staff assistance, the Planning Commission was forced to rely on the Department of Public Works to help prepare and administer the zoning ordinance. The 1921 ordinance was also administered without the guidance of a Comprehensive or "Master" Plan. Requirements for a Master Plan were not placed in the City Charter until 1933. After a planning staff was hired in the early 1940's, a Master Plan was developed and adopted by the City Planning Commission in 1945. Background work for the Master Plan included land use studies which later helped form the basis for revising the 1921 zoning ordinance.

In 1946, an amendment establishing minimum lot sizes and maximum lot coverage was added to the City Planning Code. The

City Planning Commission at that time also recognized the need for an update of the Code, and set a revision study into motion. In 1955, while revisions were being developed, the 1921 ordinance was amended requiring one off-street parking space for each dwelling unit constructed. Finally, after a period of 12 years, a comprehensive revision of the 1921 City Planning Code was completed and put into effect on May 20, 1960. At the same time a new City Charter provision established the position of Zoning Administrator to oversee enforcement of the new regulations.

The 1960 ordinance established six residential districts: R-1 D, R-1, R-2, R-3, R-4 and R-5. The new districts allowed the existing mixed pattern of residential development to continue, at least theoretically. For instance, low-density housing could be built in an R-5, high-density district. However, new development tended to move toward the greatest density that the zoning allowed, which often exceeded the prevailing density of many neighborhoods.

In Residential districts, the 1960 City Planning Code regulated the number of units that could be built on each lot, the amount of lot coverage permitted by the residential structure, rear yard size, building height, the number of parking spaces required per unit, minimum lot size and the amount of floor area as related to lot area. The 1960 Code also provided for transitional uses between Residential districts and

Commercial or Industrial districts, temporary uses of limited tenure and, after a public hearing by the City Planning Commission, certain conditional uses subject to special requirements.

A conditional use procedure was also established for Planned Unit Developments that would allow modification of density limitations, yard requirements, front set-backs, and the orientation of the development to the site. This provision has historically been used to deal with difficult terrain or site problems. It enables a developer to maximize his development potential and still create common usable open space, or to preserve a unique or historic feature such as a stand of trees or a landmark building. To use these Planned Unit Development provisions a developer must have a parcel with a minimum of 3 acres and apply for a conditional use.

Besides expanding the number of residential districts and refining the development standards, the 1960 Planning Code also reduced the amount of commercial zoning in residential areas. Residential development, however, was still permitted in commercially zoned districts. New housing was still excluded from Industrial (M) districts. The 1960 ordinance also provided for termination, after a stated period of years, of certain non-conforming uses (those uses that pre-dated the 1960 zoning regulations and were prohibited as new uses in the Residential districts in which they were located), such as

commercial uses in Residential zoning districts.

In 1964, amendments were made to the R-3 districts, and and R-3.5 district was established. While improvements were continuing to be made in the number and type of residential districts, none of the provisions provided for any real innovation in land use regulation. Zoning standards still required the separation of different uses and the siting of residential structures in a regular manner on rectangular lots. Innovation occurred in 1968, when a new concept was adopted providing a Residential-Commercial Combining District for areas of mixed use with residential development above ground-floor commercial. This was a change in previous requirements which sought to separate residential uses from commercial or industrial uses.

Adoption of the Urban Design Plan [4] led to the establishment in 1972 of comprehensive height and bulk districts throughout the city. The height and bulk districts supplemented the use district regulations by placing height limits on all property in San Francisco with the majority of residential areas limited to 40 feet. A second amendment in 1973 which was also an outgrowth of the Urban Design Plan established limits for building projections over streets. The results of the latter amendment may now be seen in altered forms for bay windows,

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[4] An Element of the Comprehensive Plan adopted by the City Planning Commission on August 26, 1971, by Resolution No. 6745.

with more glass and a varied facade, rather than the continuous overhangs that the former standards allowed.

This completes the list of the more significant amendments and revisions affecting residentially developed areas that have occurred since the adoption of the first City Planning Code in 1921. The process has been one of refining the controls over the number and type of residential districts, permitted uses, and the building envelope. A summary of the present City Planning Code is included as Appendix A.

Origins of the Residential Zoning Study

Since 1960, there have been 79 amendments considered for the text of the City Planning Code, each addressing a special issue and forestalling the need for a complete revision. During this same period the Zoning Map was also amended numerous times. These small-scale reclassifications of property have gone forward according to Code procedures (City Planning Code Section 302) for such requests, delaying the need for a comprehensive citywide remapping. Although, the 1960 Code (both the Text Ordinance and Zoning Map) has been amended numerous times, there are still a number of inadequacies which need attention including the following:

1. There are gaps in the density standards between certain residential districts which often results in a lack of choice when trying to match zoning district controls to the existing density and character of individual neighborhoods;

2. For some areas of the city the density permitted by the zoning is greater than the prevailing density of the neighborhood;

3. None of the districts list the purposes or describes the character of the district;

4. There are inadequate standards for assuring the livability of units, especially at the higher densities;

5. The present Code standards allow new development to encroach into existing front set-back areas and rear yards, disrupting the older pattern of development and permitting new buildings that are out of scale and character with the existing development.

Eventually these deficiencies would lead to additional amendments unless there was a comprehensive revision. Instead of continuing to amend the 1960 Code, the Planning Department decided the time was appropriate to undertake a comprehensive study of the residential zoning provisions.

On August 2, 1973, the City Planning Commission concurred and the Planning Department proceeded with the Residential Zoning Study. To ensure that new residential development, built during the course of the study, was not out of scale, interim controls were passed by the Board of Supervisors on January 28, 1974. The interim controls helped to moderate building size, preserve the established building set-backs and rear yard areas, protect the existing scale and character of neighborhoods, and encouraged the retention and renovation of sound housing. The interim controls did not change the Zoning Map, but did increase the required rear yard size and established front set-backs.

The Phases of the Residential Zoning Study

The study was roughly divided into four phases. During the first phase, 200 neighborhood groups and 20 citywide organizations were invited to take part in defining the pertinent issues to be addressed by the Residential Zoning Study. Approximately 40 neighborhood groups and 8 citywide organizations attended the meetings held with the Department staff. Additional neighborhood meetings were attended by the Planning Department's area planners who act as liaisons to the 15 Community Planning Areas which the city has been divided into by the Planning Department (see Map I-2). Meetings were also held on a fairly regular basis throughout the study with a committee of the Northern California Chapter of the American Institute of Architects (AIA) and with the Residential Builders Association of San Francisco. Besides the numerous meetings, more than 2000 detailed questionnaires were sent out to determine what issues the residents were concerned about, and approximately 20 percent were completed and returned to the Department. Summaries of all these contacts with citizen organizations were titled, "Neighborhood Issues Papers" [5] and serve as a digest of the concerns expressed at that time.

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[5] On file and available for public review at the Office of Environmental Review, Department of City Planning, 100 Larkin Street.

MAP 1-2:
COMMUNITY PLANNING DISTRICTS

1. RICHMOND
2. MARINA
3. NORTHEAST RESIDENTIAL- CHINATOWN
4. SOUTH OF MARKET
4a. NORTH OF MARKET
5. WESTERN ADDITION
6. BUENA VISTA
7. CENTRAL
7a. CENTRAL HILLS
8. MISSION
9. POTRERO
10. SOUTH BAYSHORE
11. BERNAL HEIGHTS
12. OUTER MISSION
12a. VISITACION VALLEY
13. OCEAN VIEW-MERCED-INGLESIDE
14. INNER SUNSET
15. OUTER SUNSET

000 CENSUS TRACTS

SPECIAL AREAS

Table I-1 highlights the issues which were considered to be of particular importance to residents of the neighborhood named at the top of the chart.

As a result of this public input, the Residential Zoning Study staff prepared a set of objectives and policies to guide the staff in developing new residential zoning controls.

Before developing the objectives and policies, the staff made certain assumptions, based largely on the neighborhood surveys and meetings, about building design, preservation, and future development. The objectives and policies together with their stated assumptions were presented in a memorandum to the City Planning Commission dated March 6, 1975. The objectives and policies may be found in Chapter II while the assumptions are in Appendix B of this report.

The second phase focused on the collection of extensive background data, including information on zoning history, building height and bulk characteristics, transportation and transit facilities, seismic/geologic hazards, adopted City policies and programs pertaining to residential development, residential construction activity, historically and architecturally significant buildings, non-residential uses and various population characteristics.

In addition, a large number of existing and proposed land use control ordinances for cities and counties throughout the United States and Canada were analyzed for possible application

Table I-1: Summary of Neighborhood Issues Papers

Summary of Neighborhood Issues as Interpreted By Department "Neighborhood Issues" Papers	Community Planning Districts*																
	RICHMOND	MARINA	N.E. RESIDENTIAL CHINATOWN	SOUTH OF MARKET	WESTERN ADDITION	BUENA VISTA	CENTRAL	CENTRAL HILLS	MISSION	POTRERO	SOUTH BAYSHORE	BERNAL HEIGHTS	OUTER MISSION	VISITACION VALLEY	OCEAN VIEW-MERCED-INGLESIDE	INNER AND OUTER SUNSET
Encourage compatibility between existing and new dwelling units	●	●	●	●		●	●		●	●		●	●	●	●	●
Favor retention of existing housing if sound or of architectural merit		●			●	●	●	●	●			●				
Encourage family population	●	●	●				●	●		●				●	●	●
Encourage low density						●		●		●		●	●		●	●
Favor rear yard and set-back requirements	●	●				●								●	●	
Retain existing population mix	●	●	●			●				●		●		●	●	
Urge increase in low/moderate-income housing			●	●					●							
Retain existing low-rent				●		●			●							
Preserve and add to existing open space			●	●	●			●	●					●		●
Favor combined residential/commercial on major streets	●		●		●	●		●		●		●	●		●	●
Retain non-conforming uses		●	●		●	●	●									●
Concern over expansion of institutions	●	●			●	●										●
Relief of parking problem		●	●					●	●							
Heavy traffic and congestion			●	●			●	●	●		●				●	●
Wish more citizen input in zoning	●					●	●	●		●		●	●	●	●	●

* See Map I-2 for boundaries of neighborhood

to San Francisco. Other literature was also reviewed, and legal and construction experts were called upon for advice.

From this analysis, the Department, in a memorandum to the City Planning Commission dated August 2, 1975, outlined four alternative zoning frameworks, which are presented in the Alternatives section of this report.

The third phase of work narrowed down the possible techniques into a system that appeared best designed to meet the objectives of the Study. During this phase, the work also concentrated upon four additional aspects:

1. Characterization of all residential areas according to generalized residential building form and other attributes, so that an appropriate set of zoning districts might be determined for the city.

2. Review of the types and characteristics of non-residential uses occurring in residential areas, including their advantages and disadvantages for these areas.

3. Development of housing quality standards that would direct construction into forms compatible with the surrounding neighborhood, and at the same time provide adequate amenities for the occupants.

4. Review of automobile ownership patterns, as well as other modes of transportation available for all uses in residential areas.

To conduct this work, both field and office analyses of existing land use patterns was required. Plans of recent apartment buildings, and the buildings themselves, were also studied along with numerous interviews with tenants, managers, building designers and owners. Minutes of past Commission meetings, past correspondence to the Department and interviews

with neighborhood residents were reviewed to assess the impacts of non-residential, especially institutional, uses in the neighborhoods. Surveys of car ownership and parking were conducted throughout the city.

Then on November 20, 1975, in a memorandum to the City Planning Commission, the Residential Zoning Study staff outlined the basic direction to be taken by the new zoning proposals. This memorandum was discussed with 44 different community groups and organizations at a series of six meetings during January 1976, each meeting focusing on a different area of the city. The comments received at these meetings were summarized in a memorandum from the Study staff to the Director of Planning on February 2, 1976, copies of which were publicly circulated.

During this period the Department also began a collaborative relationship with the University of California at Berkeley Department of Architecture, funded by grants from the National Endowment for the Arts and the San Francisco Foundation, which assisted the City in defining neighborhood concerns so that they might be reflected in proposals aimed at mediating the conflicts between neighborhood preservation interests on the one hand and development interests on the other.

From February through May of 1976, the Department staff visited every block of every residential street in the city, mapping in detail the districts outlined in November 1975 and

modified in February 1976. In addition, the staff refined the outline of proposed regulations governing permitted uses, building sizes, parking and other factors.

On May 20, 1976, the Department presented to the City Planning Commission detailed lot-by-lot zoning maps and a description of the standards judged by the Planning Department to be most appropriate for the residential areas of San Francisco. After more than eight hours of public testimony, the Commission passed a resolution of intention (No. 7499) to consider these proposals, which had the effect of establishing the proposals as an interim zoning ordinance, replacing the interim controls of January 1974. In its action, the Commission directed the staff to refine the proposed maps and regulations prior to scheduling of the public hearings that would lead to a Commission recommendation to the Board of Supervisors.

During the final phase of the Residential Zoning Study, the period since May 20, 1976, the Department tested and refined the initiated maps and regulations to produce a final set of controls. Throughout the summer of 1976, meetings were held in the neighborhoods, with Commissioners in attendance, to receive public comments. Other meetings have continued with individual neighborhood groups and with such organizations as the AIA committee, the Residential Builders Association, the Chamber of Commerce, the Board of Realtors, San Francisco Planning and Urban Research Association (SPUR), The Foundation

for San Francisco's Architectural Heritage and the Coalition of San Francisco Neighborhoods. The collaborative relationship with the University of California at Berkeley also continued.

An economic consulting firm, Gruen Gruen + Associates, was hired during this latter period to assess the effects of the proposed zoning. Their report, entitled "Analysis of Economic Impacts of the Proposed Changes in San Francisco Zoning", was published on December 17, 1976, and is being used by the Department and members of the public.

In addition, an Economic Advisory Committee, consisting of representatives from the building industry, the Chamber of Commerce, neighborhood groups, the Board of Realtors, lending institutions, the Assessor's Office, and others, have assisted both the economic consultant and the Department in reviewing the economic implications of the proposed zoning, especially in terms of the supply of housing, the cost of new housing, and property values and the tax base.

Discussions were also held with the developers and funders of housing for lower income and elderly residents. These meetings led to a clearer understanding of the potential effects of various zoning controls upon these groups, and of mechanisms that might assist the development of housing for these groups.

Schedule of Public Hearings

On November 29, 1977, the proposed City Planning Code text and zoning map amendments were presented to the City Planning Commission. On December 8, 1977, the City Planning Commission adopted a "resolution of intention" to consider these amendments. The proposed amendments modify and replace the controls initiated on May 20, 1976. During the period between initiation of the proposed amendments and final action by the Board of Supervisors, the Code provides that any new construction must meet both the existing Code standards in effect and the standards under consideration. The period of these interim controls will expire on May 20, 1978, unless the Board takes final action by that date, or extends the interim controls by resolution for up to six additional months. In December 1977, a 16-page tabloid newspaper (see Appendix F for sample copy) containing a digest of the proposed Code changes, the schedule of public hearings, copies of the 13 maps and a summary of the Residential Zoning Study was sent to all owners of real property in the city, in order to apprise them fully of the proposed changes and notify them about the public hearings beginning in January and running through March 7, 1978. Testimony on the first Draft Environmental Impact Report prepared to discuss the environmental effects of the proposed zoning was allowed at each hearing. The schedule of public hearings may be found in Appendix C.

Following the public hearings, the Planning Department reviewed the request for changes in both the proposed Zoning Map and Text Ordinance. Recommendations regarding these requests were presented to the City Planning Commission on May 11, 1978. Additional public hearings will be held in June before the City Planning Commission takes final action on the proposed and recommended changes. The Planning Commission will then forward the proposed text and maps to the Board of Supervisors in the form of recommended legislation. Hearings will be held by a Committee of the Board, and then the matter is reported out to the full Board for its consideration. Two successive votes are required at the full Board for adoption of an ordinance.

The Board of Supervisors may modify a Commission recommendation before acting, but the Board may not act upon any modification regarding the map, or any material modification of the text proposals, until such a modification has been considered by, and either approved or disapproved by, the Commission. Proposed modifications may be sent back to the Commission either with the original proposals or subsequent to an adopted ordinance.

Adoption of zoning proposals is accomplished by the Board by a majority vote, except that in the case of map amendments disapproved by the City Planning Commission, a vote of two-thirds of all members of the Board is required for adoption.

Ordinances adopted by the Board of Supervisors are sent to

Mayor for signature. The ordinance becomes effective 30 days after being signed by the Mayor.

Methodology

The methodology employed to develop the proposed districts and standards was primarily a process of testing and evaluating different alternatives that could meet the objectives and criteria established during the study period. Several possible alternative frameworks were first discussed before the present proposal was selected as the most appropriate zoning framework for San Francisco. The Alternatives were outlined in a memorandum to the City Planning Commission dated August 2, 1975, and are further discussed in Chapter VII -- the Alternatives Section of this report. The various zoning frameworks were reviewed in terms of their ease of understanding, and whether they were fully enforceable and administratively workable. By this criteria it was determined that San Francisco should continue using a single set of zoning districts but with major refinements to recognize the building character, existing scale of development, and the prevailing density of individual neighborhoods.

Responses to the revised Draft will be included in the Final EIR.

The degree of specificity required in an EIR is related to the type of project which the EIR has been prepared for. An EIR for a comprehensive plan or zoning ordinance is different from an EIR for a construction project. A construction project has immediately quantifiable impacts that can be predicted with reasonable accuracy. A comprehensive plan or zoning ordinance is not limited to a single event or a short time span, as a result the impacts for a zoning ordinance are harder to predict. The focus of this EIR is limited to identifying broad effects which may possibly occur as a result of the proposed residential zoning amendments. Specific development projects must comply with the proposed amendments and a site specific environmental evaluation must be prepared for each construction project for which an evaluation is required under the California Environmental Quality Act.

CHAPTER II

PROJECT DESCRIPTION

Introduction

The proposed residential zoning controls now under consideration by the San Francisco City Planning Commission would amend both the text ordinance and the Zoning Map of the City Planning Code. The proposed amendments will affect all residential areas of San Francisco, most of which are presently zoned for residential use, although some are also zoned for commercial and industrial use. A new set of residential zoning districts will be established and the code standards affecting residential development revised. Certain code sections would be renumbered and relocated while other sections are made more consistent with each other. A summary of these changes is included as Appendix D.

As announced in the Report on Proposed Residential Zoning Revisions, the proposed amendments to the City Planning Code seek to balance preservation and change in San Francisco's residential areas by protecting the existing character of residential neighborhoods while simultaneously permitting new construction that is appropriately designed and located. The May 20, 1976, presentation by the Department of City Planning Commission stated that in order "to meet the objective of neighbor-

hood protection while allowing for an appropriate addition of dwelling units, the proposed zoning controls do the following:

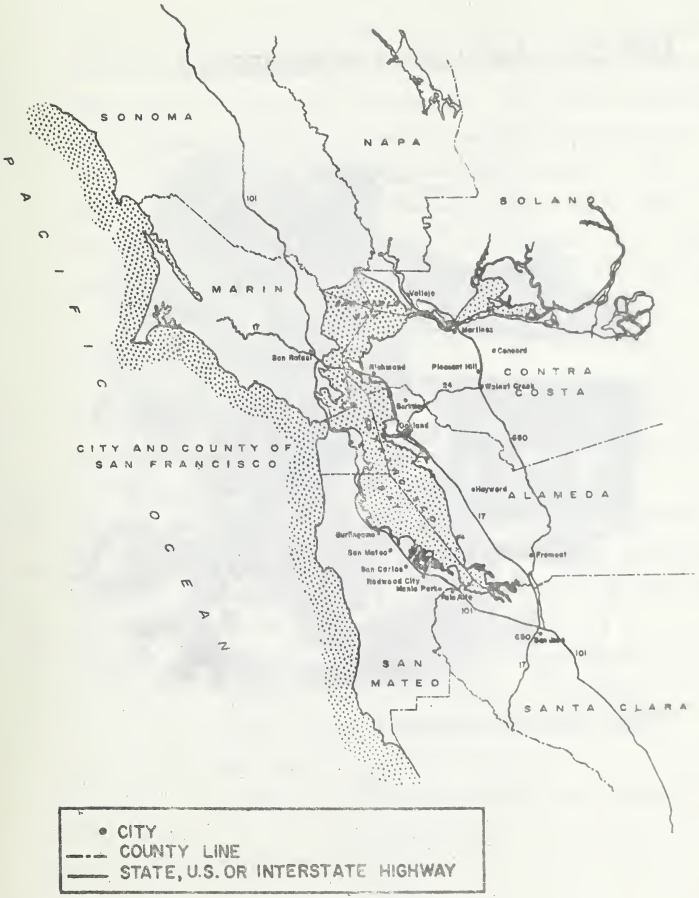
-relate new development to the existing development pattern more closely than present controls;
-allow additional dwelling units without encouraging demolition of existing sound dwellings;
-permit renovation of existing dwelling units to meet contemporary urban living needs; and
-where appropriate, allow addition of dwelling units within existing buildings".

Project Location

The City and County of San Francisco is at the head of a peninsula, bounded on the west by the Pacific Ocean and on the north and east by San Francisco Bay. Land access is to the south from San Mateo County. (See Map II-1). Although surrounded on three sides by water, San Francisco is socially and economically integrated with the surrounding suburban communities, which together with San Francisco constitute a single metropolitan community. As a major employment center San Francisco daily accommodates a large influx of suburban residents who commute into the city for work. A number of San Francisco residents also commute out of the city to jobs in surrounding communities.

Besides being an important employment center, San Francisco also provides a substantial amount of housing. In fact, residential development is the dominant land use in the city. (see Map II-2). The western and southern portions of the city are developed primarily with single-family housing and other

MAP II-1: SAN FRANCISCO BAY REGION



MAP II-2: LAND USED FOR RESIDENCE

SOURCE : 1970 LAND USE SURVEY

PREPARED BY THE SAN FRANCISCO DEPARTMENT OF CITY PLANNING

forms of low density structures. The north-eastern residential districts are predominantly multi-family housing areas, although other types of housing are interspersed. The central districts are a mixture of moderate and medium density structures with some single-family houses and high-density apartments. The southeast districts, which include much of the city's industrial land, also have a large number of residential uses. This description of residential land use indicates the area that will be affected by the proposed amendments.

Objectives and Policies

To guide the development of a new zoning ordinance for San Francisco's residential areas, a set of objectives and policies were established, based on certain assumptions resulting from the neighborhood surveys and meetings mentioned in the previous chapter. The assumptions are included as Appendix B. The objectives and policies (taken from the March 6, 1975 memorandum) of the proposed zoning from the Department of City Planning to the Planning Commission are as follows:

OBJECTIVE 1: ACCOMMODATE INCREMENTAL POPULATION WHICH WILL PROVIDE A CONTINUED MIXTURE OF POPULATION GROUPS AND WHICH WILL NOT ADVERSELY AFFECT THE QUALITY OF LIFE IN THE CITY.

Policy 1: Prevent overcrowding and congestion in neighborhoods.

Policy 2: Allow only that population growth which does not overburden municipal services or detract from urban amenities.

Policy 3: Provide for a mixture of population groups in San Francisco.

OBJECTIVE 2: PROTECT AND ENHANCE THOSE FEATURES OF EACH RESIDENTIAL NEIGHBORHOOD WHICH GIVE IT CHARACTER AND QUALITY.

Policy 1: Protect and maintain residential structures worthy of retention.

Policy 2: Preserve landmark buildings and notable structures with historic, architectural or aesthetic value.

Policy 3: Renovate older buildings in a manner that will enhance the original character.

Policy 4: Maintain areas of low rise which contribute to the visual and human character of San Francisco.

Policy 5: Consider the important attributes of neighborhood pattern, and the scale and character of existing development, in the design of new residential units.

Policy 6: Protect natural areas and guarantee an adequate amount of public open space in residential neighborhoods.

Policy 7: Protect and enhance neighborhoods which, due to existing housing stock and services, are particularly attractive to families with children.

OBJECTIVE 3: PROVIDE MAXIMUM HOUSING CHOICE IN SAN FRANCISCO

Policy 1: Provide for a variety of housing types in the City.

Policy 2: Distribute low- and moderate-income housing throughout the City.

Policy 3: Encourage rehabilitation of existing housing for all income groups.

Policy 4: Encourage the replacement of housing units lost through structural hazard abatement.

Policy 5: Encourage owner-occupancy of buildings.

Policy 6: Prohibit the conversion of some non-residential areas to residential use.

OBJECTIVE 4: RELATE NEW CONSTRUCTION IN RESIDENTIAL AREAS TO THE PATTERN AND SCALE OF SUITABLE EXISTING DEVELOPMENT.

Policy 1: Avoid an overwhelming or dominating appearance in new construction.

Policy 2: Respect the character of nearby older development in the design of new buildings.

Policy 3: In new residential construction, promote the use of design features and distinctive landscaping to enhance the special characteristics of each neighborhood.

Policy 4: Relate set-backs in new residential construction to existing front set-backs of adjacent buildings.

Policy 5: Prevent the intrusion of new buildings into well-defined interior block open space.

OBJECTIVE 5: LOCATE RESIDENTIAL CONSTRUCTION ACCORDING TO THE SURROUNDING PHYSICAL ENVIRONMENTAL, AVAILABILITY OF ESSENTIAL SERVICES, AND NEEDS OF THE COMMUNITY.

Policy 1: Limit residential construction in areas of known geologic hazards.

Policy 2: Prohibit or modify new residential construction which would have a significant effect upon the environment.

Policy 3: Permit new residential construction only where adequate utilities, transportation and communication systems essential to public safety and welfare are provided.

Policy 4: Discourage new residential construction on sites designated for open space acquisition.

Policy 5: Direct new development to areas which provide the appropriate public and private service and where such residential construction best satisfies the housing needs of the neighborhood or community.

OBJECTIVE 6: PROMOTE SITE PLANNING, BUILDING ORIENTATION AND DESIGN, AND INTERIOR LAYOUT THAT WILL RESPOND TO NEEDS OF THE OCCUPANTS.

Policy 1: Provide on-site, usable open space in new residential construction.

Policy 2: Maximize exposure to light and sun and air in new residential construction.

Policy 3: Minimize noise intrusion in new residential construction.

Policy 4: In new residential construction, consider such factors as automobile ownership, transit proximity, street capacity and air and noise pollution in determining the amount of off-street parking to be provided.

Policy 5: Consider personal safety of occupants in the site design of residential structures.

Policy 6: Relate new residential construction to the topography and climate of the area.

OBJECTIVE 7: ALLOW NON-RESIDENTIAL ACTIVITIES IN RESIDENTIAL AREAS WHERE THOSE ACTIVITIES ADD TO THE CHARACTER AND LIVABILITY OF THE AREA.

Policy 1: Permit small, pedestrian-oriented retail sales or personal service establishments which meet the frequent and recurring needs of residents of the immediate neighborhood, provided the location of such uses is justified on the basis of topography, available public transportation, housing considerations, an absence of alternative locations in commercial districts, and other pertinent factors.

Policy 2: Prohibit non-residential uses which do not serve the needs of residents of the neighborhood.

Policy 3: Permit the development or expansion of institutional uses if there is a demonstrated neighborhood or community need for such development or expansion, and if such development or expansion would not have a significant adverse impact upon the surrounding neighborhood.

Policy 4: Prohibit professional offices in residential areas not designated for mixed use.

Policy 5: Discourage the development of public buildings in exclusively residential areas.

Policy 6: Prohibit the development of parking lots or garages in exclusively residential areas to serve commercial uses.

Policy 7: In residential areas, permit accessory uses that clearly will not disrupt or detract from the character and livability of the surrounding neighborhood.

OBJECTIVE 8: ENCOURAGE RESIDENTIAL USES IN APPROPRIATE COMMERCIAL AND INDUSTRIAL AREAS.

Policy 1: Encourage a mixture of residential and commercial uses in neighborhood shopping areas.

Policy 2: Convert appropriate industrial or commercial land to residential or mixed-residential use.

Policy 3: In commercial areas, encourage residential occupancy which adds to the vitality of the area.

Policy 4: Protect residential occupancy in commercial and industrial areas from noxious, incompatible activities.

Two areas were of particular concern in establishing a new zoning framework for San Francisco: (1) the impact of additional population, in terms of total residents and household composition; and (2) the impact on the neighborhood physical environment caused by new buildings, particularly in terms of compatibility with existing building bulk, scale, and appearance.

Besides the objectives and policies stated above, the proposed residential zoning amendments were also designed to help implement the objectives and policies of the Comprehensive Plan, particularly the Residence Element. A summary of the objectives and policies contained within the Residence Element may be found in Appendix E.

Description of the Proposed Residential Zoning Controls

The proposed amendments, as stated earlier, consist of changes in the Zoning Map and the development standards contained within the Text Ordinance.

The following is a brief description of the proposed amendments. A summary of the code provisions along with the proposed zoning map is included as Appendix F.

A. Residential District Descriptions

Residential development in San Francisco can be grouped into three basic categories: (1) areas predominantly developed with houses; (2) areas developed with a mixture of houses and apartments; (3) areas with a mixture of residential and commercial uses. Thirteen new residential zoning districts have been established to cover the range of housing types and densities suitable

for San Francisco. The purpose of the Residential Zoning Districts as stated in the proposed text (Sec. 206) is:

(1) Preservation, improvement and maintenance of the existing housing stock through protection of neighborhood environments and encouragement of sound ownership practices and rehabilitation efforts;

(2) Recognition and protection of the architectural characteristics and densities of existing residential areas;

(3) Maximizing of housing choice by assuring the availability of quality owner and rental housing of various kinds, suitable for a wide range of household types, lifestyles and economic levels;

(4) Encouragement of residential development that will meet outstanding community needs, provide adequate indoor and outdoor spaces for its occupants, and relate well to the character and scale of existing neighborhoods and structures; and

(5) Promotion of balanced and convenient neighborhoods having appropriate public improvements and services, suitable non-residential activities that are compatible with housing and meet the needs of residents, and other amenities that contribute to the livability of residential areas.

The new residential zoning districts have been established to recognize the three basic categories of residential development and are described in Section 206 of the proposed text ordinance as follows:

(1) RH (RESIDENTIAL, HOUSE) DISTRICTS. These districts are intended to recognize, protect, conserve and enhance areas characterized by dwellings in the form of houses, usually with one, two or three units with separate entrances, and limited scale in terms of building width and height. Such

areas tend to have similarity of building styles and predominantly contain large units suitable for family occupancy, considerable open space, and limited non-residential uses. The RH districts are composed of five separate classes of districts, as follows:

- RH-1(D) Districts: One-Family (Detached Dwelling)
  These districts are characterized by lots of greater width and area than in other parts of the City, and by single-family houses with side yards. The structures are relatively large, but rarely exceed 35 feet in height. Ground level open space and landscaping at the front and rear are usually abundant.

- RH-1 Districts: One-Family
  These districts are occupied almost entirely by single-family houses on lots 25 feet in width, without side yards. Floor sizes and building styles vary, but tend to be uniform within tracts developed in distinct time periods. Though built on separate lots, the structures have the appearance of small-scale row housing, rarely exceeding 35 feet in height. Front set-backs are common, and ground level open space is generous.

- RH-1(S) Districts: One-Family with Minor Second Unit
  These districts are similar in character to RH-1 districts, except that a small second dwelling unit has been installed in many structures, usually by conversion of a ground-story space formerly part of the main unit or devoted to storage. The second unit remains subordinate to the owner's unit, and may house one or two persons related to the owner or be rented to others. Despite these conversions, the structures retain the appearance of single-family dwellings.

- RH-2 Districts: Two-Family
  These districts are devoted to one-family and two-family houses, with the latter commonly consisting of two large flats, one occupied by the owner and the other available for rental. Structures are finely scaled and usually do not exceed 25 feet in width or 40 feet in height. Building styles are often more varied than in single-family areas, but certain streets and tracts are quite uniform. Considerable ground-level open space is available, and it frequently is private for each unit. The districts may have easy access to shopping facilities and transit lines. In some cases, group housing and institutions are found in these areas, although non-residential uses tend to be quite limited.

- RH-3 Districts: Three-Family
These districts have structures primarily with three units but one-family and two-family houses are also common. The predominant form is large flats rather than apartments, with separate entrances for each unit. Building styles tend to be varied but complementary to one another. Outdoor space is available at ground level, and also on decks and balconies for individual units. Non-residential uses are more common in these areas than in RH-2 districts.

(2) RM (RESIDENTIAL, MIXED) DISTRICTS. These districts are intented to recognize, protect, conserve and enhance areas characterized by a mixture of houses and apartment buildings, covering a range of densities and building form according to the individual district designations. Despite the range of densities and building sizes, most structures are of a scale that respects the traditional lot patterns, open spaces and articulation of facades typical of [illegible] neighborhoods. These districts provide unit sizes and types suitable for a variety of households, and contain supporting non-residential uses. The RM districts are composed of four separate classes of districts, as follows:

- RM-1 Districts: Low Density
These districts have a significant number of apartment buildings that broaden the range of unit sizes and the variety of structures. A pattern of 25-foot to 35-foot building widths is retained and structures rarely exceed 40 feet in height. The overall density of units remains low and units or groups of units have separate entrances. Outdoor space tends to be available at ground and upper levels. Shopping facilities and transit lines may be found within a short distance of these districts. Non-residential uses are often present to provide for the needs of residents.

- RM-2 Districts: Moderate Density
These districts are generally similar to RM-1 districts, but the overall density of units is greater and the mixture of building types and unit sizes is more pronounced. Building widths and scales remain moderate, and considerable outdoor space is still available. The unit density permitted requires careful design of new structures in order to provide adequate amenities for the residents. Where non-residential uses are present, they tend to offer services for wider areas than in RM-1 districts.

- RM-3 Districts: Medium Density
These districts are predominantly devoted to apartment buildings of six, eight, ten or more units. Most of these districts are close to downtown and the units tend to be smaller than in RM-1 and RM-2 districts. Many buildings exceed 40 feet in height. Open spaces are smaller, but decks and balconies are used to advantage for many units. Supporting non-residential uses are often found in these areas.

- RM-4 Districts: High Density
These districts are devoted almost exclusively to apartment buildings of high density, usually with smaller units, close to downtown. Buildings over 40 feet in height are very common, and other tall buildings may be accommodated in some instances. Despite the intensity of development, distinct building styles and moderation of facades are still to be sought in new development, as are open areas for the residents. Group housing such as, boarding houses and rooming houses, is especially common in these districts, as well as supporting non-residential uses.

(3) RC (RESIDENTIAL-COMMERCIAL COMBINED) DISTRICTS. These districts are intended to recognize, protect, conserve and enhance areas characterized by structures combining residential uses with neighborhood-serving commercial uses. The predominant residential uses are preserved, while provision is made for supporting uses, usually in or below the ground story, which meet the frequent needs of nearby residents without generating excessive vehicular traffic. The RC districts are composed of four separtate classes of districts, as follows:

- RC-1 Districts: Low Density
These districts provide for a mixture of low-density dwellings similar to those in RM-1 districts with certain commercial uses of a very limited nature. The commercial uses are those permitted in C-1 districts, located in or below the ground story only and designed primarily for walk-in trade to meet the frequent and recurring needs of nearby residents. Open spaces are required for dwellings in the same manner as in RM-1 districts, except that rear yards are somewhat smaller and front set-back areas are not required.

- RC-2 Districts: Moderate Density
These districts provide for a mixture of moderate-density dwellings similar to those in RM-2 districts with supporting commercial uses. The commercial uses are those permitted in C-2 districts, located in or below the ground story in most instances, and excluding automobile-oriented establishments. Open spaces are required for dwellings in the same manner as in RM-2 districts, except that rear yards are somewhat smaller and need not be at ground level, and front set-back areas are not required.

- RC-3 Districts: Medium Density
These districts provide for a mixture of medium-density dwellings similar to those in RM-3 districts with supporting commercial uses. The commercial uses are those permitted in C-2 districts, located in or below the ground story in most instances, and excluding automobile-oriented establishments. Open spaces are required for dwellings in the same manner as in RM-3 districts, except that rear yards need not be at ground level and front set-back areas are not required.

- RC-4 Districts: High Density
These districts provide for a mixture of high-density dwellings similar to those in RM-4 districts with supporting commercial uses. The commercial uses are those permitted in C-2 districts, located in or below the ground story in most instances, and excluding automobile-oriented establishments. Open spaces are required for dwellings in the same manner as in RM-4 districts, except that rear yards need not be at ground level and front set-back areas are not required. The high-density and mixed-use nature of these districts is recognized by certain reductions in off-street parking requirements.

B. Mapping of Residential Districts

All residential areas of the city are proposed to be

reclassified, with the former residential zoning districts replaced in their entirety by the new districts designations. The Zoning Map also shows the existing Commercial (C) and Industrial (M) districts that are not proposed for reclassification, except where the existing land use may be residential. The proposed Zoning Map, consisting of thirteen individual sheets which collectively cover the entire city, shows the proposed detailed lot-by-lot reclassification of residential areas with the new residential zoning districts. (see maps in Appendix F) The more significant criteria used in mapping the proposed zoning districts include:

- The predominate building form and character of the area should be reflected, except in the case of existing high-rise buildings in areas with lower height limits;
- The proposed mapping should reflect the prevailing density of the neighborhood;
- That the more prominent groupings of small, neighborhood-serving non-conforming uses be placed in a Residential-Commercial Combined district;
- That areas on dead-end or narrow streets be placed in a district with a density level less than the prevailing density;
- That houses in Victorian-period neighborhoods be placed in RH districts, even though some of the individual houses may have densities greater than those permitted by the RH districts;

- Areas with a mixture of single-family and two-family homes which were previously zoned two-family should remain under two-family zoning, even if the majority of the houses are single-family;
- Areas which have been rezoned by action of the Board of Supervisors within the past five years, should not have the zoning density raised, even if the existing development pattern is higher than permitted by the zoning;
- Public Use (P) districts should be extended to include all property of significant size which is owned (or leased) and operated by agencies of either the Federal, State or local government. Properties owned but not operated by a public agency generally would not be placed in a P district;
- The boundaries of some neighborhood commercial strips, zoned either C-1 or C-2, should be changed when the property is on a side street immediately perpendicular to the commercial strip and is developed residentially;
- The RH-1(S) district, permitting a smaller second unit, usually referred to as a "mother-in-law unit", would not be mapped unless requested and supported by a specific neighborhood.

C. Proposed Development Standards For Residential Districts

The proposed text ordinance establishes development standards for each residential zoning district. A summary chart of the proposed development standards can be found in Appendix F.

PERMITTED USES: Article 2 of the proposed text amendments contains the regulations concerning principal and conditional uses permitted in each Residential district. Houses and apartments of vari us densities, depending upon the district, are the basic principal uses permitted in the 13 residential zoning districts. Certain types of institutional uses, such as residential care facilities for 6 or less persons and child care facilities for 12 or less, are also considered principal permitted uses in all Residential districts. Open space for horticultural or passive recreational use and certain public structures are also principal uses in all Residential districts.

Other activities besides houses and apartments are permitted in Residential districts as conditional uses. Most of these uses include institutions of various types, such as residential care facilities for 7 or more persons, schools, child care for 13 or more children, churches, or community centers, open recreation uses, utility installations, and parking facilities. Certain commercial uses, permitted in C-1 and C-2 Districts, are permitted as conditional uses, under special circumstances, for buildings with official landmark status. In many respects, the locations for these other activities or uses are not changed by the new regulations. Most uses however, are more clearly defined, and in some instances the regulations change. For example, professional offices, formerly a conditional use in the R-4 and R-5 districts. Schools, formerly permitted in residential neighborhoods

without any special review, now require conditional use approval. These changes are proposed because it was determined during the the course of the Residential Zoning Study that sufficient space exists in other Zoning districts of the city for such uses, or because the proposed use could have a significant adverse effect upon the surrounding properties if not more carefully controlled.

Certain uses, on the other hand, are less strictly controlled than they are under the existing Code, for example:

- Child care facilities in Residential districts for twelve or fewer children to be permitted without special review;
- Any residential care facility in Residential districts, for six or fewer persons in need of 24-hour care by licensed personnel are also permitted without special review;
- New dwellings which are presently prohibited in industrial districts are now permitted as a conditional use;
- Dwellings are now permitted as accessory uses in artists' work spaces in industrial districts. Such dwellings have been established in older warehouses in some cases

RESIDENTIAL DENSITY: The number of dwelling units permitted per lot is determined by the zoning district density standards and the size of the lot. In calculating the number of dwelling units permitted per lot, the entire amount of lot area is used. However, no portion of the lot which is narrower than five feet can be included in the calculation, nor can the right-of-way which

serves as the principal vehicular access to two or more lots. If a lot is divided by a use district boundary line, the densities permitted would be calculated separately and applied to the separate parts. The density standards for houses and apartments are shown on page 50. Permitted densities for group housing or rooming house, is limited to a certain number of bedrooms per square feet of lot area for each residential zoning district. Housing designed exclusively for the elderly or handicapped is permitted at twice the density of the district within which it is located. This provides an incentive for the construction of such housing while recognizing the lower activity level of older or handicapped persons.

NON-CONFORMING USES: [1] Certain non-conforming uses which are pedestrian oriented and serve the local neighborhood will be allowed to remain. The proposed Code, under Section 186, exempts from the normal termination dates, those non-conforming neighborhood serving commercial uses, such as small shops and service establishments in RH and RM-1 districts that are permitted in an RC-1 district, and in all RM districts that are permitted in an RC-2 district. Conditions are prescribed for continuation of these uses, and establishments not complying with such conditions would remain subject to termination. However, some non-conforming

[1] A non-conforming use is a use of a building or property which, although not presently allowed in the district, legally existed prior to the rezoning that prohibited its use.

uses which do not have this termination date waived by the new provisions may have their termination dates waived or modified under conditional use procedures of the Code. The other provisions pertaining to non-conforming uses are reorganized and spelled out in greater detail Otherwise, the present Code regulations concerning non-conforming uses continue to remain in effect.

DIMENSIONS, AREAS AND OPEN SPACES: Article 1.2 of the proposed text ordinance contains regulations governing lot sizes, building dimensions, yard areas, and usable open space. The proposed amendments retain the existing minimum lot width and area standards of a 25 foot frontage and 2,500 square feet of lot area with larger lot sizes of 33 foot lot widths and 4,000 square feet of lot area required for single-family detached districts. Larger lot sizes in new subdivisions are only required if necessary to reflect the existing lot pattern in the area. Side yards also continue to be required in the single-family detached districts, with the size of the side yards varying according to the width of the lot.

The proposed amendments regulate the building envelope through front set-backs, rear yards, usable open space requirements, and height limitations. A front set-back equal to the average of the set-backs of the two adjacent buildings, up to a maximum of 15 feet is required in all RH and RM Districts.

If there is a previously legislated set-back line, the more restrictive control prevails. New buildings and additions to existing buildings are required to have street trees in either a set-back area or the public right-of-way. The rear yard requirements are 25 percent of the lot depth for all single-family, RM-3, RM-4, and all RC districts, in the other districts the required rear yard depth varies between 45 percent and 25 percent of the lot depth, depending upon the average of the rear building walls of the adjacent structures. A specific amount of usable open space must also be provided for each new dwelling unit. Open space may be provided in back yards, on balconies, decks and roof decks, and in interior court-yards. Table III-1 shows the minimum amount of usable open space required per unit.

Table III-1: Minimum Usable Open Space Requirements

District	Square Feet of Usable Open Space Required for Each Dwelling Unit, if All Private	Ratio of Common Usable Open Space that May be Substituted for Private
RH-1(D), RH-1	300	1.33
RH-1(S)	300 for first unit; 100 for minor second unit	1.33
RH-2	125	1.33
RH-3	100	1.33
RM-1, RC-1	100	1.33
RM-2, RC-2	80	1.33
RM-3, RC-3	60	1.33
RM-4, RC-4, C-3, C-M, M-1, M-2	36	1.33
C-1, C-2	Same as for the R district establishing the dwelling unit density ratio for the C-1 or C-2 district property	

Source: Section 135 - Proposed Ordinance Text

Besides the above controls over the building envelope, several additional provisions help improve the appearance of new residential development. To assure that the ground story of dwellings, as viewed from the street, is compatible with the scale and character of the existing street frontage, and is visually interesting and attractive in relation to the pattern of the neighborhood with adequate areas provided for front landscaping, streets trees and on-street parking between driveways, additional requirements are included for RH-2, RH-3, RM-1 and RM-2 districts to prevent blank, unbroken front building facades and constant curb cuts. Requirements are added to the Code for RM-1 and RM-2 districts to moderate the scale of new buildings on wide lots. A division into narrower segments along the street facade is required by stepping of the building, with each division having at least one building entrance.

Two changes in height regulations are proposed: (A) new structures exceeding 40 feet in height in any Residential district, where otherwise permitted by the height limits on the Zoning Map, are allowed only upon approval by the City Planning Commission according to conditional use procedures; (B) the front portion of the property in single-family and two-family districts is limited to 30 feet of building height in order to protect established streetscapes; if existing adjacent buildings are already higher than 30 feet, one could construct the average height of those

structures, up to the maximum height limit otherwise applicable.

The new provisions in Article 1.2 tend to reduce the building envelope below that permitted under the existing code by expanding the front set-back requirements and increasing the size of rear yards and the amount of usable open space. Additional requirements for reviewing buildings exceeding 40 feet in height also have the potential of further reducing the permitted building envelope in the RM districts.

OFF-STREET PARKING: Article 1.5 while retaining the basic off-street parking space per dwelling unit requirement of the current Planning Code modifies the present parking standards in several ways in order to recognize changing patterns of automobile ownership and to emphasize the availability of transit service. The proposed changes are as follows:

1. In multi-unit buildings, the fourth required space and one of every two additional spaces may be sized for compact cars. This allowance would acknowledge the fact that more than 50 percent of the cars owned in San Francisco are now compact or smaller cars.
2. Parking that is generally more than 150 percent of the amount required by the Code (so-called non-accessory parking) would need conditional use authorization, subject to stated criteria. Such review of proposed parking is seen by the Department of City Planning as one means to encourage increased transit use.

3. Parking requirements for senior citizens' housing are lowered to 20 percent of the requirement for other dwelling units. This recognizes that older persons own far fewer automobiles than younger residents.

4. In larger facilities, parking spaces are required for automobiles of handicapped persons and for bicycles.

A number of changes are also made in the compliance section. The proposed Article 1.7 consolidates and spells out more clearly the requirements for compliance with various city provisions and conditions pertaining to land use and development.

Comparison with Existing Zoning

The present City Planning Code (dating from 1960) provides eleven residential zoning districts, each having density and other standards that are applied uniformly wherever the district is mapped. The permitted densities of the proposed and existing residential districts are related as follows:

1960 Code	Proposed	Density
R-1-D	RH-1(D)	1 unit per lot
R-1	RH-1	1 unit per lot
New District Under Proposed Code	RH-1(S)	2* 2nd unit restricted in size
R-2	RH-2	2 units per lot
New District Under Proposed Code	RH-3	3 units per lot
R-3	RM-1	1 unit per 800 sq. ft. lot area
R-3.5	RM-2	1 unit per 600 sq. ft. lot area

1960 Code	Proposed	Density
New District Under Proposed Code	RM-3	1 unit per 400 sq. ft. lot area
R-4	RM-4	1 unit per 200 sq. ft. lot area
R-5	Eliminated	1 unit per 125 sq. ft. lot area
R-3-C	RC-1	1 unit per 800 sq. ft. lot area
R-3.5-C	RC-2	1 unit per 600 sq. ft. lot area
New District Under Proposed Code	RC-3	1 unit per 400 sq. ft. lot area
R-4-C	RC-4	1 unit per 200 sq. ft. lot area
R-5-C	Eliminated	1 unit per 125 sq. ft. lot area

Footnote: Four new districts were established under the proposed Code to fill the gaps in density between the existing districts. The R-5 and R-5-C densities were eliminated

The mapped boundaries of the proposed districts do not necessarily correspond with the existing residential districts, although specific parcels may remain in a similar zoning district. The effect of the residential zoning revisions upon the existing sections of the City Planning Code can be found in Appendix [illegible]. Besides the changes enumerated above, the text has been mainly revised, reordered, and renumbered.

CHAPTER III

ENVIRONMENTAL SETTING

Topography

San Francisco lies on a collection of hills making up part of the California Coastal Range. The highest peaks are the central hills (Mt. Davidson, Twin Peaks, Golden Gate Heights, Mt. Sutro) which are over 800 feet in height. A lower group of hills (Sutro Heights, the Presidio, Pacific Heights, Russian Hill, Telegraph Hill) in the northern part of the city and several isolated hills (Potrero Hill, Bernal Heights, Hunters Point Ridge, Bayview Hill) which rise from a relatively low, flat topography in the southeast quadrant of the city are around 300 feet in height. San Francisco's topography along with its street pattern, Bay and Ocean edges, define the city's basic form and character.

Geology and Seismicity

Areas of potential seismic and geologic concern [1] are identified on Map III-1. The areas of concern are referred to as Special Geologic Study Areas and include all areas of San Francisco which are considered subject to one or more ground failure hazards, including landsliding, liquefaction [2], land subsidence, or inundation hazards from tsunamis or reservoir failure.

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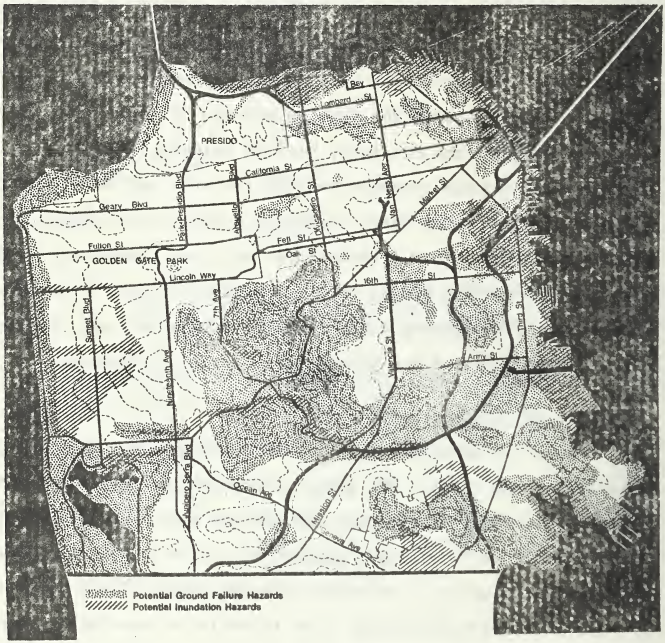
[1] The areas of seismic and geologic concern are based upon information contained in the Community Safety Element: A Proposal For Citizen Review, San Francisco Department of City Planning, July 1974.

[2] Liquefaction is earthquake-induced transformation of a stable granular material, such as soil, into a fluid state, similar to quicksand.

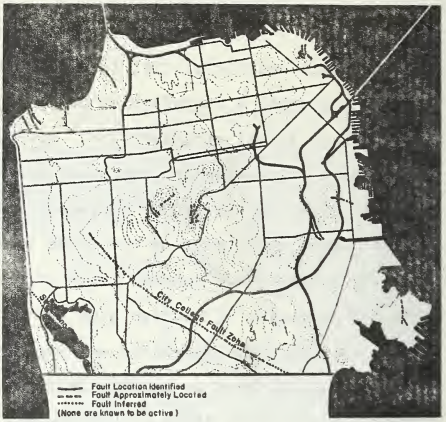
MAP III-1: SPECIAL GEOLOGIC STUDY AREAS



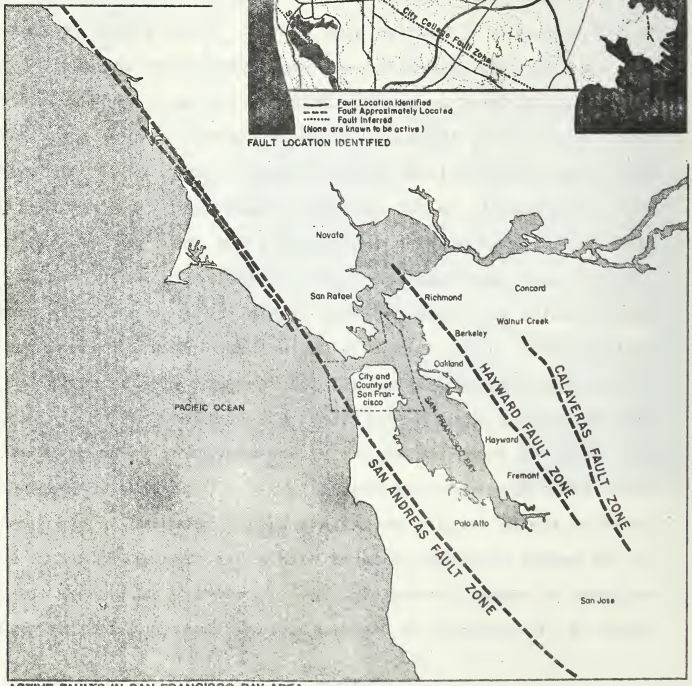
Areas where artificial fill rests upon soft bay mud are considered to possess a liquefaction potential which occurs only during periods of actual groundshaking. Areas underlain by dune sand also have a liquefaction potential when the water table is relatively close to the ground surface. Except for the Ocean Beach-Lake Merced area, most of the areas subject to liquefaction are in the northern and eastern parts of the city where the Bay was filled in during an earlier time period. Other ground failure problems, such as landslides and land subsidence, can occur without being activated by groundshaking during an earthquake. The hils, particularly those underlain by franciscan-type rock, are most susceptible to landsliding. Those areas subject to subsidence are primarily in the eastern portion of the city on artificial fill with underlying compressible bay mud.

Although San Francisco is in a seismically active region, no active faults are known to exist within the city. The two major active faults in the area, San Andreas and Hayward, capable of producing a violent earthquake, lie west and east of the city. The San Andreas fault passes along the Pacific Coast about one mile from the southwest corner of the city, while the Hayward fault runs along the East Bay Hills. (See Map III-2). Several inactive faults (faults which have had no movement in the last 10,000 years) have been located within San Francisco, but none is believed by experts to be capable of producing as large an earthquake as has occurred on the San Andreas fault and none is expecte

MAP III-2: FAULT LOCATIONS



FAULT LOCATION IDENTIFIED



ACTIVE FAULTS IN SAN FRANCISCO BAY AREA
Source: U.S. Geological Survey/J. Schlocker, 1970

to move in a future major earthquake. [3]

During a future earthquake, groundshaking presents the greatest potential hazard. It is expected that the upper portions of the hills, consisting of bedrock with little or no soil cover, will undergo a lesser degree of groundshaking than the rest of the city. The zones between the hills and the artificial fill or deep soil areas will generally undergo intermediate levels of shaking. Where artificial fill rests upon soft bay mud, the shaking will be more intense. Unreinforced masonry buildings in the northeastern and South of Market areas of the city will most likely experience the severest building damage due to groundshaking. Wood frame residential structures are generally resilient and relatively safe.

Plants and Animals

The city's wildlife consists entirely of those elements of the native, small animal community which have adapted to the urban environment and exist in rear yards and on scattered park and vacant lot sites. No endangered species of animals are found in San Francisco. [4]

As a result of the built-up nature of San Francisco, most of the vegetation in the city consists of cultivated varities rather than native plant species.

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[3] San Francisco Seismic Safety Investigation, prepared for the San Francisco Department of City Planning by John A. Blume and Associates, San Francisco, June 1974.

[4] At the Crossroads 1974: A Report on California's Endangered and Rare Fish and Wildlife, California Resources Agency, January 1974.

MAP III-3: ENDANGERED PLANT LOCATIONS IN SAN FRANCISCO

LOCATION PRECISELY KNOWN
- ● COLLECTION AFTER 1945 OR RECENT OBSERVATION

LOCATION NOT PRECISELY KNOWN
- ○ COLLECTION AFTER 1945 OR RECENT OBSERVATION
- △ COLLECTION BEFORE 1945
- □ POSSIBLY EXTIRPATED AT THIS SITE

★NOT ENDANGERED

Source: California Native Plant Society, Inventory of Rare and Endangered Vascular Plants

Rare and endangered plants which can be found in San Francisc include: [5]

Scientific Name	Common Name
Arabis blepharophylla (ARBL)	Coast rock-cress
*Arcto-staphylos franciscana (ARFR)	San Francisco manzanita
*Clarkia franciscana (CLFR)	Presidio clarkia
Dichondra donnelliana (DIDO)	California dichondra
Erysimum ammophilum (ERAM-2)	Coast wallflower
Erysimum franciscanum (ERFRF)	San Francisco wallflower
Helianthella castanea (HECA-5)	Diablo helianthella
Hesperolinon congestum (HECO-5)	Marin flax dwarf
Lasthenia (LAMINI)	Minor bavia
*Plagiobothrys (PLDI-1)	San Francisco allocarya
*Sanicula maritima (SAMA-1)	Adobe sanicle
Tanacetum lamphoratum (TACA-1)	Dune tansy

*very rare and endangered

The approximate distribution of rare and endangered plant species in San Francisco is indicated by Map III-3. Abbreviations following the scientific name identify the plant species on Map III-3.

Open Space

Open space includes both public and private property which provides a sense of relief from the intense urban environment. Major public open spaces, such as Golden Gate Park, Lake Merced and McLaren Park, help define areas of the city besides providing needed recreational space. Smaller public open spaces scattered throughout the city also provide needed outdoor recreational space. Vacant parcels in private ownership can also be important sources of open space, but they are often not available for active use

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[5] Inventory of Rare, Endangered, and Possibly Extinct Vascular Plants, California Native Plant Society, January 19, 1973.

and may eventually be lost to development. In 1970, approximately 565 acres, or 2.4 percent of the city's total land area, was vacant land zoned for residential use. Between 1970-1976 new construction on vacant lots decreased the amount of residentially zoned vacant land by 99.94 acres. Since a zoning ordinance generally can no prevent the development of vacant parcels without it being considered a taking of private property, the vacant parcels in private ownership must be purchased if city residents desire to preserve any of the remaining vacant parcels. A few sites such as hilltops, have been designated in the Recreation and Open Space Element [6] for purchase by the city through its Open Space Acquisition Program. [7] The number of vacant acres in each zoning classification in 1970 is listed in Table IV-1. Industrial zoned land represented almost 61 percent of the remaining vacant land while residentially zoned land accounted for approximately 35 percent.

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[6] An Element of the Comprehensive Plan, adopted by the City Planning Commission, May 24, 1973, by Resolution No. 7021.

[7] Open Space Acquisition and Park Renovation Fund, General Manager's Report, Recreation and Park Department, January 4, 1978.

Table III-1: Vacant Land In San Francisco By Zoning Classifications: 1970

Zoning District	Acres Vacant	% City Total Land Area
Residential	565.15	2.44
R-1-D	98.60	.43
R-1	249.74	1.08
R-2	38.35	.17
R-3	123.08	.53
R-3.5	--	--
R-4	47.82	.21
R-4-C	.03	--
R-5	7.46	.03
R-5-C	.07	--
Commercial	68.68	.30
C-1	4.23	.02
C-2	49.29	.21
C-3-G	.79	--
C-3-O	3.59	.02
C-3-R	1.08	--
C-3-S	2.65	.01
CM	7.05	.03
Industrial	974.14	4.22
M-1	170.36	.74
M-2	803.78	3.48
Total Vacant	1,697.97	6.96
Total Net Acres In City	23,101.68	100.00

Source: San Francisco Land Use Tabulations for 1970, Department of City Planning, June 1973.

Another source of open space is the interior block open space that is created through the cummulative effect of individual rear yards. As expressed by many San Francisco residents, the interior block open space provides an important contribution to the livability of residential neighborhoods. Maintaining the established

pattern of rear yards would protect both the private open space of individual properties as well as the visual use of the entire interior block open space.

Archeological, Historical and Cultural Resources

No sites of pre-1542 finds are known to exist within the city. [8] Any site of archeological or historical interest after that date is expected to have been disturbed during the development of the city. However, an archeological sensitivity map (see Map III-4) has been prepared which delineates several areas where archeological remains might be expected. Except for two isolated areas, the northeast corner of the city presents the only known possibility for discovering any archeological remains.

Part of San Francisco's heritage is its architecture. A number of buildings appear on the Federal Register of Historic Places or have been designated State or Local Landmarks. Here Today: San Francisco's Architectural Heritage, and the Department of City Planning's 1976 Architectural Inventory [9] also include many buildings of notable design or value to the community which are not officially designated Historic or Landmark Buildings. A number of the architecturally significant building are residential structures. These older buildings lend a sense of permanence and

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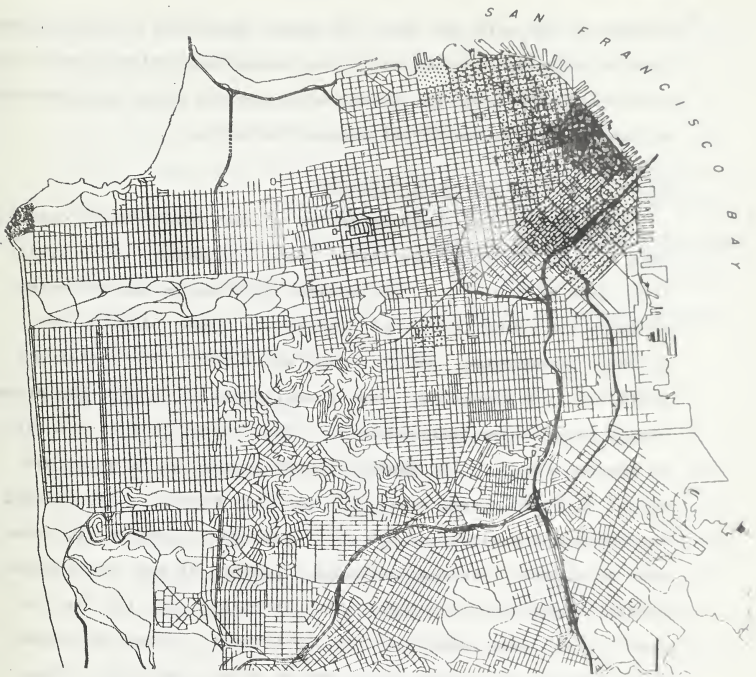
[8] The California History Plan, Volume 2 - Inventory of Historic Features, California Department of Parks and Recreation, August 1973.

[9] Here Today· San Francisco's Architectural Heritage, Junior League of San Francisco, Chronicle Books, 1968.

MAP III-4: SAN FRANCISCO ARCHAEOLOGICAL SENSITIVITY MAP



High potential for archaeological remains: construction should be monitored by a qualified archaeologist.

Less potential for significant finds; retains a high possibility of containing material of archaeological interest. Archaeological section of EIR should be written by archaeologist.

No known potential for archaeological finds. Mitigation measures for possible finds should be included in construction contracts.

provide a link with the past. Of equal importance to the designation of individual buildings is the recognition and protection of whole block frontages and areas that exemplify early architectural styles and a high quality of design character.

Urban Design/Neighborhood Character

The distinctive characteristics of each neighborhood contribute in some degree to the visual image, character, and overall livability of the city. The physical differences between neighborhoods are based in part on topography, street pattern, lot pattern, landscaping, building type and facade. The pattern of dwellings, lot dimensions, rear yards, front set-backs, and street widths vary between neighborhoods. The western half of the city is characterized by low density modest houses set on a typical lot of 25 X 120, large rear yards and wide streets. In contrast the northeast quadrant of the city is characterized by high density structures, but also includes a mixture of low- and medium-density houses set on smaller lots often less than 100 feet in depth, small rear yards and narrower streets. Other variations exist between individual neighborhoods within the city. These differences are found desirable by many residents who wish to preserve the character of their individual neighborhoods. The Urban Design and Residence Elements [10] have established objectives and

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[10] Elements of the Comprehensive Plan adopted by the City Planning Commission: Urban Design Plan, August 26, 1971, by Resolution No. 6745 and the Plan for Residence December 11, 1975, by Resolution No. 7417.

policies which seek to preserve the City's character and help moderate new construction so that it is more compatible with the existing scale and character of individual neighborhoods. Some of these concerns are now embodied in the City Planning Code in the form of height and bulk controls (Article 2.5) and bay window controls (Article 5). The Planning Department is also in the process of developing Design Guidelines For Fitting New Residential Buildings Into Established Neighborhoods. The objective is to encourage designs that are sensitive to their setting, without closing the door on creativity or innovation.

Climate and Air Quality

San Francisco has a relatively moderate climate due to its geographical location on the peninsula between the Ocean and the Bay. Temperatures rarely exceed 90 degrees Fahrenheit or drop below freezing. The average daily maximum is 62.4 degrees with the warmest month being September (averages 68.8 degrees). The average daily minimum is 50.9 degrees with the coldest month being January. Although sea fog and low cloud cover are characteristic of San Francisco, the micro-climate does vary between neighborhoods within the city. For example, the Mission District is often warmer and sunnier than the Sunset District.

The prevailing winds are primarily from the west and northwest and occur during all seasons. Wind frequencies and speeds are lower in spring, fall and winter. The strongest winds occur

during the summer. South winds are infrequent, except during winter storms when moderate-to-strong winds are oftencombined with rain.

Given San Francisco's location, prevailing westerly winds help keep the city's air relatively clean compared to the rest of the Bay area. Pollution levels, however, do exceed the ambient air quality standards a few days each year. The following pollution levels were observed for San Francisco: [11]

	1976	1975
Photochemical Oxidant (OX):	2 excesses, high of .13 ppm*	no excesses, high 5 ppm
Carbon Monoxide (CO):	4 excesses, high 11 ppm for 8 hours	3 excesses, high 12.9 ppm for 8 hrs.
Nitrogen Dioxide (NO_2):	1 excess, high of .25 ppm	no excesses, high 23 ppm
Sulfur Dioxide (SO_2):	excesses 2% of observed days, high .053 ppm for 24 hrs.	excesses, 1.7% of served days, high of .042 ppm for 24 hrs.
Suspended Particulate (SP):	8 excesses, annual geometric mean of 51 ug/m^3	excesses 2.6% of observed days, annual 49 ug/m^3

* Parts per million

[11] Bay Area Air Pollution Control District, Monitoring Station at 939 Ellis Street, San Francisco.

Federal and State air quality standards are summarized in Table III-2:

TABLE III-2: Ambient Air Quality Standards

	California Standards		National Standards	
Pollutant	Time (Hours)	Concentration	Time (Hours)	Concentration
Photochemical Oxidant (OX)	1	0.10 ppm*	1	0.08 ppm
Carbon Monoxide	12	10 ppm	8	9 ppm
	1	44 ppm	1	35 ppm
Nitrogen Dioxide (NO_2)	1	0.25 ppm	Annual	0.05 ppm
Sulfur Dioxide (SO_2)	24	0.04 ppm	24	0.14 ppm
	1	0.05 ppm	-	-
Suspended Particulates (SP)	Annual Geometric mean***	60 g/m^3*	Annual geometric mean	75 g/m^3
	24	100 g/m^3	24	260 g/m^3

Footnote: * Parts per million
** Micrograms per cubic meter
*** The annual geometric mean is the mean of the natural logarithms of concentration. This is used because it has been found that air pollutant concentrations, over a long time, tend to be distributed log-normally (the logarithm of concentration has a normal, or Gaussian, distribution.)

Source: California Air Resources Board, California Air Quality Data, No. 3, July-September 1973.

In 1976 San Francisco was the cleanest location in the Bay Area with respect to oxidant concentrations. However, for sulfur dioxide levels, San Francisco was the only Bay Area station to exceed the 24-hour state standard. This was due to the northeast winds occurring primarily in December and January which

transported SO_2 emissions to San Francisco from point sources (such as refineries) located in the Richmond/Crockett area. Suspended particulates is the pollutant whose levels most often exceed standards in San Francisco, but this is less often than the average of the other Bay Area stations. Compared to other Bay Area cities, San Francisco is among the cleanest with respect to nitrogen dioxide and carbon monoxide which are primarily associated with motor vehicles. [12]

An air quality maintenance plan is currently being prepared by the Association of Bay Area Governments (ABAG) for the entire San Francisco Bay Area which will consist of control measures and strategies to meet the Federal and State air quality standards. Each strategy developed will consist of direct emission controls and indirect land use and transportation-related measures.

Energy

Residential energy use includes electricity generated from a variety of sources, including hydroelectric, geothermal, fossil fuel and nuclear power plants. Most of the electricity comes from fossil-fuel-fired generation facilities, most of which use natural gas as a fuel. Natural gas is also directly used for residential heating and cooking. Space heating is the largest single component of natural gas consumption by residential uses; peak consumption occurs in cold weather.

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[12] Information in this section was obtained from the Yerba Buena Center Draft Environmental Impact Report, Volume 1, January 6, 1975, p.160-199.

Transportation energy use includes gasoline and diesel fuel for automobiles, trucks, and buses, and electricity for the street car and electric bus system. San Francisco generates hydro-electricity at its Hetch Hetchy reservoir for use by the Municipal Railway (MUNI).

Transportation

San Francisco's transportation system consists primarily of a surface street network used by both automobiles and trucks and public transit systems. The surface street network daily accommodates the city's resident population of 665,000 persons at 6-8 automobile trips per unit and more than 160,000 non-residents who are employed in the city, plus assorted other visitors and travelers.

Public transit within San Francisco is provided by the city's Municipal Railway (MUNI) on a basic system of 72 routes extended over 702 round-trip line-miles. The fleet of streetcars, cable cars, trolley buses and motor coaches carries over 490,000 passengers on a typical weekday. The relatively dense transit coverage provided by the MUNI is a result of the physical compactness and the high population density of the city. The routes are strongly oriented toward the downtown area, with 72 percent of the total mileage operated, and 71 percent of the patronage, accounted for by the 45 radial routes which enter the downtown

area. [13] MUNI has recently embarked upon an extensive upgrading of its existing system. The overall program is designed not to increase the capacity of the system, except for the streetcar system, but rather to replace and renovate outmoded equipment and facilities.

The Transit Preferential Streets Plan has designated certain streets serving as connecting links between residential neighborhoods and downtown as transit streets to give priority to public transportation. The San Francisco Board of Supervisors adopted a "Transit First" policy on March 19, 1973, by Resolution No. 189-73.

Due to demographic changes over the last two decades there has been a shift in the nature of transportation demand. "The higher proportion of low-income and elderly persons among the population has increased the demand for public transit; whereas the growing number of single persons has resulted in a growing demand for all modes of transportation." [14] The modal split for journey-to-work among San Francisco residents is estimated to be 49.1 percent auto, 35.5 percent transit, 10.5 percent walk, 4.9 percent other means.

Among the nine Bay Area Counties, average car ownership per household is lowest in San Francisco. Reduced auto registration,

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[13] San Francisco Municipal Railway, Planning Operations and Marketing Study, Milestone Report No. 1; Wilbur Smith and Assoc., June 1975.

[14] Transportation Conditions and Trends, Department of City Planning, August 1976, p.2.

combined with a low autos-per household ratio, implies lower traffic demands on the City's street system, a higher transit use for a variety of trips, and less demand on the City's parking facilities by city residents. [14] Garages, however, are still necessary in new residential construction to provide adequate parking space for city residents.

Demographic Trends

Information about a city's population provides a basic indication of the need and demand for housing. Public policy which affects the supply side of the housing market must, therefore, be cognizant of population trends. However, population totals by themselves do not indicate the number of housing units required. The primary determinant of housing need is a function of the population's size and composition and its organization into household groups. For example, even a declining population can produce an increasing demand for housing through changes in the population and household composition. This has been the San Francisco experience in recent decades.

Since 1945 San Francisco has experienced a continuous loss of population. (See Table III-3). At that time a special census enumerated the city's population at 827,400. Each regular decennial census thereafter, beginning with 1950, showed a decrease in population from the previous census. Further decline has occurred

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[14] Transportation Conditions and Trends, Department of City Planning, August 1976, p.2.

since 1970, with the current population estimated to be around 665,000.

TABLE III-3: Population Change 1940-1976

Year	Total Population[1]	Change Over Previous Decade Amount	% Change	Components of Change Natural Increase	Net[4] Migration
1940	634,536				
1945	827,400[2]	192,864*	30.4	20,229	172,635
1950	775,357	-52,043*	-6.3	67,242	-119,285
1960	740,316	-35,041	-4.5	57,048	-92,089
1970	715,674	-24,642	-3.3	32,173	-56,815
1976	665,000[3]	-50,674**	-7.1	2,671	-53,343

Footnote: * Five Year Period
** Six Year Period

Source: 1. Decennial Census of Population for San Francisco
2. Special Census of Population for San Francisco
3. Estimated by San Francisco Department of Public Health
4. Estimated by Vital Statistics Method

The loss of population during the past 30 years is primarily the result of net out-migration. However, a declining birth rate and a consistently high death rate have helped magnify the rate of population decline by steadily reducing the amount of natural increase (see Graph III-1). In fact, the death rate in recent years, 1972-1976, has been higher than the birth rate, so that natural increase (or in this case decrease) actually contributed to the loss of population. When considering the relative importance of natural increase and net migration on San Francisco's changing population size (see Graph III-2), net migration has been the more influential factor.

Information about local migration patterns is almost non-existent. The information that is available from the U.S. Census Bureau [15] combines San Francisco and Oakland as a central city. However, it is reasonable to assume that the modal values (the most significant groups) for San Francisco will be similar to the modal values for the combined total for the two cities. If this assumption holds true, then information obtained from the census data about migration patterns for San Francisco and Oakland combined will be relevant to San Francisco alone.

The most recent census data compares place of residence in 1965 with place of residence in 1970. The data shows that almost 45 percent of the in-migrants where young adults between 20-29 years of age. The second largest group (22%) of in-migrants were between 30-44 years of age. Approximately 60 percent of the in-migrants were from other metropolitan areas with a median age of 26.8 years. More than half of the in-migrants were in the $6,000-$15,000 income range.

Interpretation of the data indicates that families with children accounted for the largest group of out-migrants with young adults (20-29) also comprising a significant proportion, nearly 27 percent, of the total out-migration. Only 20 percent of those leaving the combined central city moved to the surrounding suburban communities, while almost two-thirds of the out-migrants moved to other metropolitan areas. The largest number

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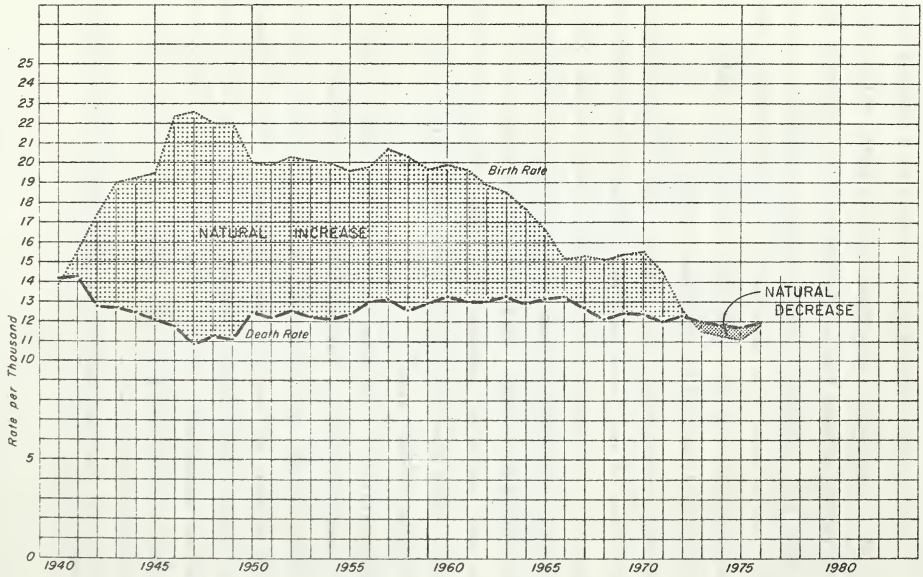
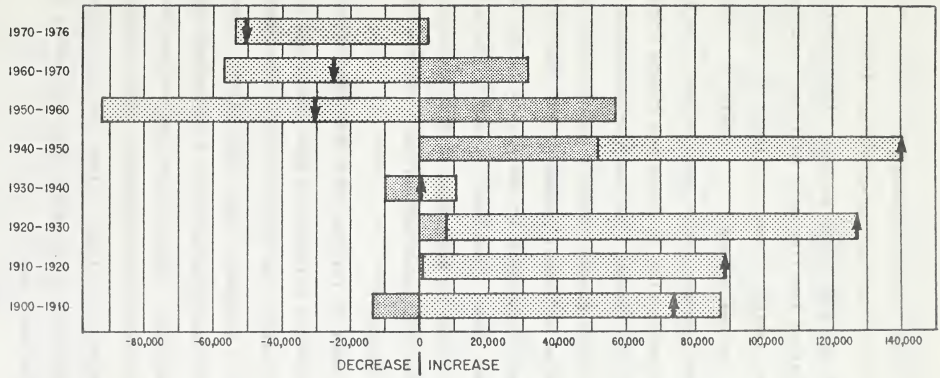
[15] Mobility for Metropolitan Areas, 1970 Census of Population, Subject Reports, PC(2)-2C, Tables 15 and 16.



GRAPH III-1: BIRTH AND DEATH RATES FOR SAN FRANCISCO — 1940 — 1976

Source: San Francisco Department of Public Health, October 1977

GRAPH III-2:
POPULATION CHANGE IN SAN FRANCISCO – 1900–1976



SOURCE: SAN FRANCISCO DEPARTMENT OF CITY PLANNING

(30%) of out-migrants had incomes between $10,000-$14,999 dollars.

The net effect of the in- and out-migration showed a net out-migration for all age and income groups. Individuals between 30-44 and 5-14, indicating families with children, accounted for the largest net out-migration, closely followed by those between 25-29 years of age. The age groups least likely to leave were those over 55 and those between 15-19 years of age. As a result the percentage of the population in those age groups increased relative to the other age groups. The net out-migration was concentrated in the middle income groups with one-third of the net out-migration having an annual income of $10,000-$14,999, with another 25 percent each from those in the $6,000-$9,999 and $15,000-$24,999 income range. The least likely to leave were those with an annual income of less than $3,000, while the least likely to move into San Francisco-Oakland were those with annual incomes greater than $25,000.

While the above data is for the 1965-1970 time period, a similar pattern of migration is believed to have continued since 1970

Although the population has been declining, the number of households continues to increase. (See Table III-4). Between 1950 and 1970 San Francisco experienced a 13.9 percent increase in the number of households. During this same period the number of households with children also increased. Only the population residing in group quarters declined. Since 1970, the total number of households has continued to increase, but the number of households with children has declined.

TABLE III-4: Household and Family Composition

Year	Total Households	Households with Children	Average Household Size
1950	259,055		2.70
1960	291,975	67,757	2.44
1970	295,174	69,670	2.34
1976	299,343	60,500	2.14

Source: U.S. Bureau of the Census

Between 1950 and 1976 there was an increase of approximately 40,300 new households in spite of a declining population size. The number of households increased due to changes in the population and household composition. Table III-4 indicates a decrease in the average household size from 2.70 to 2.14 persons per household between 1950 and 1976. The shift to a smaller household size has occurred as a result of (1) more adults remaining single or postponing marriage, (2) more people living alone or perhaps sharing a house with another person, (3) an increase in the number of separations and divorces, (4) a decline in the birth rate and the number of families with children, and (5) an increasing elderly population.[16] A recent nationwide survey by the U.S. Census Bureau indicates that the largest increase of those living alone are under 25 years of age, but the elderly, those 65 and older, still remain the most significant group.

16 Marital Status and Living Arrangement: March 1977, current Population Reports, Series P-20, No. 323, U.S. Census Bureau, April 1978. Social and Economic Characteristics of the Older Population, Current Population Reports, Series P-23, No. 57, U.S. Census Bureau.

These population and household changes are responsible for the continuing strong demand for housing even though there is a declining population.

Changes in the age composition of San Francisco's population support the national study findings and reflect the changing demand for housing within the city. (See Table III-5) The proportion of those 65 and older has steadily increased over time and by 1970 represented nearly 14 percent of the city's population. This increase is primarily the result of an aging resident population rather than a net in-migration of elderly households. At any rate, the elderly account for much of the growing demand for housing, occupying nearly 25 percent of the city's housing stock in 1975. The 15-24 age group also increased between 1950 and 1970 and are likely to prefer living alone whenever possible.

TABLE III-5: Age Composition of Population
(Percentage) 1900-1970

Age	1900	1930	1940	1950	1960	1970
Under 14	22.19	16.7	14.5	17.8	21.2	18.5
15-24	18.6	16.1	14.3	12.7	12.3	17.4
25-64	53.3	60.4	63.2	59.5	53.8	50.1
65+	5.2	6.7	8.0	9.5	12.6	13.9
Total	100.0	100.0	100.0	100.0	100.0	100.0

Source: Decennial Census of Population and Housing,
U.S. Bureau of the Census

A number of San Francisco neighborhoods are identified with a particular racial or ethnic group. Housing needs are partly related to the various needs of the different ethnic groups. One of the policies of the proposed zoning is to provide for a mixture of population groups in San Francisco to ensure the continuation of a diverse and cosmopolitan community. San Francisco's racial and ethnic composition is fairly diverse. Approximately 71.4 percent are while, and 13.4 percent are black. Almost half (44.3%) the people enumerated in the 1970 Census were foreign-born or the children of foreign-born parents. The 10 largest ethnic groups are:

Ethnic Group	Number	% Total
1. Asian (Chinese, Japanese, Koreans)	71,617	10.0
2. Italian	29,040	4.1
3. Latinos (excluding Mexicans)	25,725	3.6
4. Filipino	24,694	3.5
5. German	19,610	2.7
6. Mexicans	18,519	2.6
7. Irish	16,690	2.3
8. English	14,165	2.0
9. Russian	13,603	1.9
10. Canadians	12,079	1.7

Source: 1970 Population by Ethnic Groups, Prepared by the San Francisco Department of City Planning, March 1975.

The ability of a household to compete effectively in the housing market depends on their income. Table III-5 shows the distribution of households by income in 1975. Almost 50 percent of the city's households have annual incomes of less than $10,000 dollars. Those households in the higher income categories or with dual incomes (whether as two single or a married couple) are in a better position to compete for housing and keep up with spirally prices. Higher salaries are likely to be paid to those

employed in a managerial or professional positions. Labor force trends for San Francisco [17] indicate that white-collar employment is increasing, especially in the education, health, finance, insurance, real estate, government, and professional and service sectors. Individuals employed in these areas tend to have higher incomes and will therefore be able to pay more for housing. The employment trends coupled with the demographic and household changes indicate an increasing demand and a greater ability to pay for central city housing.

By taking 25-35 percent of the annual income one can estimate the range for each income category that could reasonably be expected to be spent for housing each month. The ability to afford housing in San Francisco obviously depends on the cost of housing. The U.S. Census Bureau reports that the median value of an owner-occupied house in San Francisco in 1975 was $44,100 and the median monthly mortgage payment was $261. The median gross rent was $181 a month. Comparing what the households are able to pay using the 25-35 percent of income figures and the median rent and mortgage payment, indicates that there was some latitude in the housing market to support increased rents. However, the ability of any household to live in San Francisco is influenced by the cost and availability of housing. As housing prices increase, unless incomes go up accordingly, more

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[17] Labor-Force Trends: Background Report for the Commerce and Industry Element, San Francisco Department of City Planning, June, 1975.

households will pay more than 25 percent of their income for housing, or be forced to look outside San Francisco for housing.

TABLE III-6: Distribution of Households By Income for 1975

Income	Percent of Households	Monthly Housing Expenditure 25%	35%
Less than 8,000	39.4	$166	$233
8,000-9,999	10.1	$166-$208	$233-$291
10,000-14,999	19.3	$208-$312	$291-$437
15,000-24.999	19.5	$312-$520	$437-$729
25,000 or more	11.7	$520 & up	$729 & up

Source: Current Housing Report, Series H-170-75, p.39, Annual Housing Survey: 1975 for San Francisco-Oakland SMSA, Bureau of the Census.

The ability to pay high rents also does not necessarily imply people are willing to pay. Table III-7 shows the percentage of households paying more than 25 percent of their income for housing. In 1975, 34 percent of all the owner-occupied housing units with a mortgage and 50 percent of the renters paid more than 25 percent of their household income for housing. Approximately 18 percent of the owners and 30 percent of the renters paid more than 35 percent. These figures do not necessarily indicate a willingness to pay as some households may be forced to pay high rents because it is the only housing available to them in the metropolitan area. However, most households have the choice and ability to move elsewhere if the cost of housing in

San Francisco is too high. Those that leave, if they continue working in San Francisco, must balance the increase in commuting costs and generally higher property taxes, and lower housing costs of moving out against the higher housing costs and lower commuting costs of remaining in San Francisco. Other factors, such as lifestyle preferences or housing style, also affect residential location decisions.

TABLE III-7: Percent of Households Paying 25 to 35 Percent of Their Income For Housing In 1975.

Percent of Households Paying	Renter Occupied	Owner Occupied
25% or more	50.1	34.4
25% to 34%	19.3	16.1
35% or more	30.8	18.3

Source: Current Housing Report, Series H-170-75, No. 39, Annual Housing Survey: 1975 for San Francisco-Oakland SMSA, Bureau of the Census.

San Francisco households tend to be predominantly renters with two-thirds of the housing units being occupied by renters. (See Table III-8). As housing costs continue to increase there is a strong incentive for home ownership. Homeowners also tend to spend less of their income for housing (see Table III-7). However, rising housing prices also limit the opportunity for ownership.

TABLE III-8: Distribution of Owners and Renters: 1970

	Amount	Percent
Owner occupied	97,036	32.9
Renter occupied	198,138	67.1
Total occupied Housing Units	295,174	100.0

Source: Census of Population and Housing, Bureau of the Census.

Housing Trends

The supply of housing at any point in time is relatively fixed. Changes occur primarily as a result of new construction and demolition which involves a certain lag between the planning stage and the time the units become available for occupancy. Minor changes also occur as a result of alterations, additions, or conversions. These changes then determine the supply of housing at any given time. Table III-9 shows the net changes in San Francisco's housing stock that have occurred over the last three decades. Between 1950 and 1960 the total number of housing units steadily increased. During the 1960's there was a net loss of units due to redevelopment activities, private demolition, and conversion to other uses. The main loss of housing units occurred in single- and two-family structures. Multi-family housing (3-plus unit structures), on the other, showed an increase in the number of units. Since 1970 there has been a net increase of 7,137 residential units, including single-family structures. The data also indicates that there has been a relative shift away from structures with 1, 2, 3 and 4-units to 5-plus unit

structures between 1950 and 1976. Single-family, 2-family, and 3-4 unit structures declined as a percentage of the total housing stock, while the percentage of units in 5-plus unit structures increased. Although the lower density housing declined percentagewise, all types of housing showed an absolute increase, except 2-unit structures which showed a 12.1 percent decrease in units. The greatest increase (43%) of units occurred in five-plus unit structures.

TABLE III-9: Changes In San Francisco's Housing Inventory: 1950-1976

Year	Total Units	1-Unit	% Total	2-Unit	% Total	3-4 Unit	% Total	5-plus Unit	% Total
1950	265,726	90,383	34.0	45,681	17.2	30,760	11.6	98,902	37.2
1960	310,536	110,236	35.5	37,973	12.2	31,546	10.2	130,781	42.1
1970	310,383	102,801	33.1	40,186	12.9	32,215	10.4	135,181	43.6
1976	317,250	103,289	32.6	40,164	12.7	32,241	10.2	141,456	44.6
% Change 1950-76	19.4	14.4		-12.1		4.8		43.0	

Source: (a) U.S. Census of Housing
(b) Changes in the San Francisco Housing Inventory, Department of City Planning.

Compared to the existing stock, annual additions to the supply of housing are minimal. However, these incremental additions are quite valuable in meeting the city's housing need. The housing need is based on (1) the rate of new household formation, (2) the need to replace dilapidated, deteriorated, and substandard units, and (3) the need to maintain a vacancy rate sufficient to permit a reasonable degree of mobility without

putting pressure on housing prices and rents. The accepted standard is a rental vacancy rate between 4-6 percent.[18]

During the 1960's, the rate of new household formation outpaced the expansion of the housing supply which declined during the decade due primarily to redevelopment activity. As a result the vacancy rate dropped from 5.6 percent in 1966 to 2.3 percent in 1973.[19] Net additions to the housing supply, between 1970 and 1976, managed to stay ahead of new household formations so that today, based on information available to the Department of City Planning, the vacancy rate is estimated to be around 3 percent. A slight improvement.

Besides keeping pace with the growing demand for housing, improvement has also been made in reducing the number of substandard units. Census data shows a decrease between 1970 and 1975 in the number of units lacking some or all plumbing facilities. As the housing stock ages there is a need to replace the older substandard units. In 1975 almost 70 percent of the housing stock was built prior to 1940. Another 17 percent was built between 1940-1960. Only 3.2 percent has been built since 1970. There are also a number of hazardous buildings which could collapse during an earthquake that need replacing (see section on seismic/geologic hazards.

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[18] FHA Techniques of Housing Market Analysis, Department of Housing and Urban Development, August 1970, pages 134-136.

[19] 1973 Vacancy Survey, Department of City Planning, October 1973, Table 4, page 13.

While the number of net additions to the housing supply in recent years has managed to keep up with the increasing demand for housing and reduce the number of substandard units, the supply of housing has not expanded fast enough to improve the vacancy rate sufficiently to allow for a reasonable degree of mobility. The low vacancy rates probably have contributed to the recent inflationary trend in housing prices and rents. As the supply of buildable land decreases it may become increasingly difficult to maintain an annual rate of construction sufficient to satisfy the demands for housing.

In analyzing construction trends since 1970, the residential builders seem capable of providing approximately 1500-2500 new units annually. The annual rate of new completions has actually decreased since its peak of around 4,600 new units in 1964, but has been increasing gradually since 1970. Table III-10 shows construction trends in recent years. Between 1971 and 1976 approximately 68 percent of the new units were in 10-plus unit structures. The data also shows a loss of 2-unit structures through 1974 and a net loss of 3-4 unit and 5-9 unit structures in 1973 and 1974. Most of the Units were 1 and 2 bedrooms. (See Table III-11). The number of studio units and 3-bedroom homes were about equal. In recent years there has been a continuing tendency to construct smaller units. The trend to smaller units reflects two major considerations. First, there has been a sharp decline in household size in recent years. Second, increasing

TABLE III-10: Construction and Demolition Trends

	Construction	Demolition	Addition
1971			
Single-Family	123	127	-4
2-Unit Structure	62	78	-16
3-4 Unit Structure	206	153	53
5-9 Unit Structure	103	35	68
10-Plus Unit Structure	1003	164	839
Total	1497	557	940
1972			
Single-Family	140	133	7
2-Unit Structure	38	114	-76
3-4 Unit Structure	216	126	90
5-9 Unit Structure	184	184	0
10-Plus Unit Structure	1135	306	829
Total	1713	863	850
1973			
Single-Family	173	108	65
2-Unit Structure	34	114	-80
3-4 Unit Structure	161	219	-58
5-9 Unit Structure	124	244	-120
10-Plus Unit Structure	1086	306	829
1974			
Single-Family	303	60	243
2-Unit Structure	30	78	-48
3-4 Unit Structure	147	297	-150
5-9 Unit Structure	125	250	-125
10-Plus Unit Structure	1003	164	839
Total	2454	774	1680
1975			
Single-Family	264	29	235
2-Unit Structure	110	34	76
3-4 Unit Structure	102	79	23
5-9 Unit Structure	164	146	18
10-Plus Unit Structure	1855	151	1704
Total	2495	439	2056
1976			
Single-Family	196	69	127
2-Unit Structure	162	40	122
3-4 Unit Structure	133	65	122
5-9 Unit Structure	261	177	84
10-Plus Unit Structure	728	356	372
Total	1480	707	733
TOTAL: 1971-76			
Single-Family	1199	526	673
2-Unit Structure	436	458	-22
3-4 Unit Structure	965	939	26
5-9 Unit Structure	961	1036	-75
10-Plus Unit Structure	7656	1306	6350
Total	11,217	4265	6952

Source: Annual Changes In The San Francisco Housing Inventory, San Francisco Department of City Planning.

building costs tend to put pressure on the size of units constructed, and builders respond with a mix favoring smaller units.[20]

TABLE III-11: Number of New Units By Bedroom Size: 1973-1976

	Number of Bedrooms					
Year	Studio	1	2	3-plus	Not Known	Total
1973	528	333	432	247	38	1578
1974	613	808	515	443	75	2454
1975	414	1045	477	396	163	2495
1976	33	318	380	470	275	1480
Total	1588	2504	1804	1556	551	8007
% of Total	19.8	31.1	22.5	19.4	6.9	100.0

Source: Annual Changes In The San Francisco Housing Inventory, San Francisco Department of City Planning.

Those units that were constructed between 1970-75 were occupied primarily by renters without children. Little more than half were single households and less than one-third were 65 or older. The units that were demolished were mainly in the higher density structures. (See Table III-10). The units were primarily 1, 2, and 3 room units, and 35 percent were considered substandard. Approximately 74 percent were renter-occupied and 61 percent were single-person households. Less than 15 percent were occupied by persons 65 or more years old.[21]

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[20] 1975 Changes in the San Francisco Housing Inventory, San Francisco Department of City Planning, May 1976, p.7-8.

[21] Housing Characteristics for Selected Metropolitan Areas San Francisco-Oakland, California, Series H-170-75, No. 39. U.S. Bureau of the Census.

Housing costs in recent years have increased dramatically. For example, between 1970 and 1975, the median value of a single-family, owner-occupied home in San Francisco increased by almost 57 percent. Median rent for a 3-plus bedroom unit in San Francisco in 1976 was $385. [22] The median sale price of a 3-bedroom house was around $65,000 in 1976. Housing costs have increased for numerous reasons, among them: (1) demand pressure due to a low-vacancy rate and a continuing strong demand for housing, (2) possible speculation, (3) few buildable lots and high land costs, and (4) increased construction costs (labor, materials). Between 1972 and 1976 the wholesale price index for materials used in construction nationwide rose 48.3 percent. Union hourly rates for selected building trades rose 30.9 percent during the same period. A recent study by the Bank of America showed construction costs in the Bay Area increased 13.4 percent in 1977. Materials and labor accounted for 84.7 percent of the overall cost, while the remaining 15.3 percent included fees for plans and specifications, profits, and payments for workers' compensation, social security and unemployment insurance. The study did not include the cost of land, or indirect costs such as taxes, interest and property insurance. In San Francisco, where the annual net addition to the housing supply is marginal, construction costs have only minimal influence on the prices of

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[22] Memorandum dated October 28, 1977, from the Director of Planning to Supervisor Dianne Feinstein.

existing housing. Demand pressure and speculative investment probably have a greater influence on existing housing prices and rents. Efforts to increase the supply will help moderate the demand pressure on housing.

The ability to increase the supply of housing depends on (1) the available supply of land and the amount of vacant land remaining, and (2) the zoning which defines the minimum lot size and the allowable number of units per lot, and (3) incentives to builders and investors to build in areas not otherwise considered prime residential areas. Table III-12 shows the number of acres in San Francisco by the 1970 zoning classification. Land zoned for residential use represented almost half the available land supply within the city. More than half of this is zoned for single-family housing. The vacant acres zoned for residential development is less than 3 percent, half of which is for single-family use. While residential development is permitted in commercial zoning districts, commercial development is the predominate land use. Under the present Planning Code new residential development is not permitted in Industrial zoning districts. Since more than 95 percent of the land in San Francisco is presently developed, additions to the housing supply must come about through building to higher density, or through the conversion of land now zoned for commercial- and industrial-uses to residential zoning. Vacant commercial and industrial land represents approximately 5 percent of the city's net land

area. Finding vacant commercial and industrial sites for conversion must also take into consideration the demand for space by business and industry and conflicts between different types of land use.

TABLE III-12: Number of Acres By Zoning Classification: 1970

Zoning District	Total Acres	% Total Net Acres In City	# Vacant Acres	% Total Net Acres In City
Residential	11,135.95	48.2	565.15	2.45
R-1-D	1,630.51	7.1	98.60	.43
R-1	4,426.25	19.2	249.74	1.08
R-2	1,319.82	5.7	38.35	.17
R-3	2,514.03	10.9	123.08	.53
R-3.5	.55	-	-	-
R-4	969.26	4.2	47.82	.21
R-5	185.16	.8	7.46	.03
R-4-C	11.95	-	-	-
R-5-C	78.42	.3	.07	-
Commercial	1,830.55	7.9	68.68	.29
C-1	86.85	.4	4.23	.02
C-2	1,072.39	4.6	49.29	.21
C-3	469.00	2.0	8.11	.03
CM	202.31	.9	7.05	.03
Industrial	3,156.16	13.7	974.14	4.20
M-1	1,070.46	4.6	170.36	.74
M-2	2,085.70	9.0	803.78	3.48
Public	6,979.02	30.2	364.13	1.57
Total Net Acres In City	23,101.68	100.0	1,972.10	8.5

Source: San Francisco Land Use Tabulations for 1970, San Francisco Department of City Planning, June 1973.

A number of zoning reclassifications have occurred since 1970, including several large reclassifications which reduced the density in a number of neighborhoods. Amendments to the Zoning Map, both increasing and decreasing intensity of permitted uses, however, are part of an on-goning planning process

Table III-13: Estimated Number of Units Potentially Built by Zoning Classification: 1970

Zoning District	Total Acres	% Total Net Acres In City	# Vacant Acres	% Total Net Acres In City	Minimum Lot Area (sq. ft.) Required Per Unit	Estimated Number of Units That Could Legally be Built on Residentially Zoned Land*	
						Total	Vacant Land
R-1-D	1,722.65	7.45	89.51	.39	4,000	18,759	975
R-1	4,458.56	19.27	195.14	.84	2,500	77,686	3,400
R-2	1,617.54	6.99	24.59	.11	2/2,500	56,368	857
R-3	2,378.26	10.28	85.28	.37	800	129,496	4,643
R-3.5	64.06	.28	---	---	600	4,651	---
R-4	898.56	3.88	42.04	.18	200	195,706	9,156
R-5	78.61	.34	6.27	.03	125	27,394	2,184
R-4-C	11.95	.05	.03	---	200	2,603	7
R-5-C	78.68	.34	.07	---	125	27,418	24
Total Residential	11,308.87	48.95	442.93	1.9	---	540,081	21,246
Total Net Acres In City	23,101.68	100.00	----	----	---		

Footnotes: * Assumes that all Lots meet the minimum lot area requirements and are fully developed to the density permitted by the zoning. Typical Lot 25 X 100 (there are also many substandard and larger lots which should balance each other). The existing development on some lots may also be greater than the zoning would permit, but this was not considered in the calculations since most of the lots are developed to their maximum and a number of them are also underdeveloped. The table is for comparison purposes only.

Source: Department of City Planning

CHAPTER IV

PROBABLE ENVIRONMENTAL IMPACT IF PROPOSED RESIDENTIAL ZONING CONTROLS ARE ADOPTED

The environmental impact of the proposed residential zoning controls is based primarily on what could be built under the existing Planning Code and what could be built under the proposed amendments. The changes in the amount, type, scale and appearance of new residential development was the basis for determining what effect adoption of the proposed amendments could have on San Francisco's natural, physical, and socio-economic environment. The analysis also took into consideration historical trends and how they might be altered by the proposed zoning. Based on this analysis, the environmental impacts can be divided into six general categories as follows:

(1) livability of neighborhoods,

(2) livability of residential units;

(3) effect on demographic composition;

(4) impact on housing supply and demand;

(5) impacts where minimal or no change is expected; and

(6) the effect on the region.

Livability of Neighborhoods

The proposed amendments are designed to make new development compatible with the established character, density, and scale of existing neighborhoods. The proposed residential

districts recognize the difference between house districts, mixed house and apartment districts, and areas with residential development above ground floor commercial. Under the existing Planning Code, little distinction was made between the different types of residential development. This new provision should help maintain the established character of existing neighborhoods.

Mapping of the proposed residential districts was based primarily on the character and prevailing density of a given area. The mapping generally tends to reflect existing land use, thereby ensuring that new development is compatible with the established character and density of the surrounding development. Maintaining the existing character and density of their neighborhood is considered desirable by many San Francisco residents.

The written ordinance regulations are designed to help maintain the established pattern and scale of the neighborhood through more refined controls over the building envelope. As a result, new development should be more harmonious with the existing development in terms of front set-backs, rear yards, building height, front facade and building appearance.[1]

[1] See Sections 130, 132, 134, 144, 145 and 206-209 of the Proposed Ordinance Text For New Residential Zoning, November 29, 1977.

The present Planning Code allowed new residential development that was often out-of-scale and character with the established pattern of a neighborhood. The proposed amendments would moderate the physical appearance of new buildings to make them compatible with the surrounding neighborhood. Front set-backs based on the average of the adjacent set-backs are required for all but the Residential-Commercial Combining (RC) districts where set-back requirements are not necessary. Under the existing Planning Code, new development was not required to respect the established pattern of front set-backs, except where there was a legislated front set-back line. Limitations on the entrances to off-street parking would increase the amount of on-street parking and prevent the continuous series of garage doors that sometimes occurs under the existing Planning Code. To provide visual relief and interest for the street frontage, part of the ground story must be devoted to windows, entrances to dwelling units, landscaping, or other architectural features. These latter provisions would not apply to the single-family or higher density apartment districts.

In RH districts where lots can be accumulated to produce large scale projects, new residential structures in the low and moderate density districts must appear visually compatible with the surrounding development in terms of apparent building width.

Historically, simple lot area, yard, and building height standards were the primary means for regulating the character and appearance of residential development so as to protect small-scale development in the neighborhood. In the low and moderate density apartment districts, the proposed amendments would supplement those types of standards, by requiring the front of the building to be visually divided into narrower segments by either (1) off-setting building walls two feet for every 35 feet of street frontage, (2) by stepping the building height two feet for every 35 feet of street frontage, or (3) by providing one pedestrian entrance every 25 feet of street frontage. This should make low and moderate RM density apartments consistent in appearance with the traditional San Francisco street frontage.

In addition to the height limits permitted by the Height and Bulk districts, the proposed amendments would require a special review of buildings in any Residential district which exceeds 40 feet in height. The special review would require conditional use approval by the Planning Commission. This procedure in conjunction with other provisions will help ensure that new development is compatible with the existing neighborhood.

Livability of Residential Units

With increased yard and set-back requirements, new

construction would be less likely to block the views and sunlight of existing buildings on adjacent lots. However, the reduction in the building envelope would also simultaneously decrease the potential amount of interior living space and could limit the variety of building types placed on standard length lots. While open space adds to the livability of residential areas, many people would also prefer more interior living space. Under the proposed amendments, if a lot is not between buildings that are deeper than 55 percent of their lots, a building can only cover 55 percent of the lot for RH-2, RH-3, RM-1, and RM-2 districts; whereas, under the existing Planning Code building coverage in comparable districts varied from 55 percent to 65 percent. The proposed building size limits would limit both new construction and the expansion of existing residential structures. The Gruen Report indicates that under the proposed building envelope restrictions and height limits, a number of multi-unit structures with building lengths ranging from 65 to 90 feet could not be built on standard lots of 100 or 120 feet in depth unless adjacent to existings having longer lengths (see Appendix G). This restriction in building size has the effect of limiting the potential choice and variety of housing.

Increased usable open space that is directly and immediately accessible to each dwelling unit would enhance the

livability of residential units, especially in the higher density districts. Usable open space could be provided in the form of decks, roofdecks, courtyards, or rear yards. Other provisions which set minimum standards for the amount of space devoted to windows would also improve the livability of residential units by allowing more sunlight to reach the interior living space and for visual access to the outside. In each dwelling unit the required windows of at least one room that has at least 120 square feet of floor area must face directly on an open area or street. Minimum standards for usable open space and window space and orientation should enhance the livability of the new residential units.

Effect on Demographic Composition

The socio-economic composition of San Francisco's population is affected to a certain extent by the quality, type and cost of housing that is available in the various neighborhoods throughout the City. As rents and housing prices increase, individual households must decide whether to locate or remain in San Francisco, or to seek housing elsewhere. Any decision about residential location within San Francisco or the Bay Area will also be influenced by the location of the place of employment of the head of the household and the relative cost of housing throughout the metropolitan area. Based on this simplified model, it is expected that adoption of the proposed

amendments would tend to push up the cost of housing in San Francisco beyond what would have occurred under the existing zoning and accentuate the continuation of present demographic trends (see Chapter III) unless the supply of housing can be expanded to satisfy increased demand (see next section). The amount of displacement, beyond that which would have occurred even under the existing zoning, is not known. However, if the zoning does result in increased housing cost, it is anticipated that certain population groups will be affected more seriously than other groups.

As housing costs increase in San Francisco relative to the rest of the metropolitan area, middle-income families with children are less likely to remain in the City. Low-income households tend to be more restricted in their housing choice for a variety of reasons, including lack of housing opportunity, public transit, and social services in suburban communities. The more mobile households in the lower-income brackets are likely to leave, while the remaining households must either pay a higher percentage of their income for rent, seek public assistance of some sort, or be forced to double up. Any increase in housing costs would also adversely affect the elderly who are on fixed incomes. Even the elderly who have paid off their mortgages may still be affected if property taxes increase due to higher housing prices and assessed

valuations.

The households who are best able to keep up with increasing housing costs are those in the higher income brackets. Changes in San Francisco's economic base (see background reports to Commerce and Industry Element) attract households employed in high-paying managerial or professional positions. The households employed in these capacities who choose to live in San Francisco tend to be young and single, living alone or with another person, or are married couples without children. Both types of households have more disposable income than the average household to spend for housing. As a result, these households can outbid other types of households for the available housing, thereby increasing the rents and housing prices.

Adoption of the proposed amendments could reduce the amount of new housing that can be built and force the single, upwardly-mobile professionals to compete with families for the limited supply of housing within the City. If it is desirable to have a variety of population groups (age, income levels, ethnic groups, and household types) within San Francisco, a mixture of housing units and building types at affordable prices and rents must be provided to accommodate the various housing needs and income levels. The proposed amendments tend to further restrict the amount and type of housing so that

non-family households must compete for family housing.

Impact on Housing Supply and Demand[2]

The effect the proposed amendments would have on the housing market depends on two factors, supply and demand. Demand factors (demographic trends) operate independently of zoning. The supply of housing, however, is affected by zoning regulations. Zoning not only determines the amount of land available for residential development, but also determines the number and type of housing units that can legally be built upon the land. What actually gets built will depend upon market conditions, such as available financing, construction costs, and demand factors. By limiting what can be built, zoning affects the availability and price of housing and thereby influences the demand side.

The number of housing units that can potentially be built is determined by the supply of land and the zoning. The supply of land is physically limited since San Francisco is unable to

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2 The figures in this section are estimates based on historical trends. If the underlying assumptions change, then the impacts will differ. These figures also represent an attempt to quantify the probable impacts and should not be considered absolutes since there is an undetermined range of error due to methodology limitations. Given these limitations, the methodology employed still produced numbers which represent reasonable estimates. Further refinements of these sigures would not significantly change the impacts.

annex new land or fill in the Bay. While the proposed mapping shows a decrease in the amount of residentially-zoned land of approximately 400 acres, this land was never really available for residential development, since most of it was in some form of public use. The proposed zoning also permits new residential development in the Industrial districts as a conditional use. Residential development continues to be permitted in Commercial districts. Therefore, under the proposed zoning, the entire city would be available to residential development without a zoning change. Most of the residential development, however, will likely be built on residentially zoned land. With less than 450 acres of vacant land zoned for residential use in 1975, significant additions to the housing supply must come through increases in the allowable density or by expansion of residential development into Commercial and Industrial districts.

A. The Projected Need and Demand for Housing

The demand for housing in San Francisco is expected to increase over the next two decades. If the proposed zoning is not to have an adverse effect, it must not prevent housing production from keeping pace with housing needs. Future housing needs depend on:

(1) the rate of new household formation;
(2) the need to replace dwelling units removed from the housing stock;

(3) the need to maintain a vacancy rate sufficient to permit a reasonable degree of mobility and to prevent inflationary price and rent increases due to demand.

Although projections by several governmental agencies[3] indicate that San Francisco's total population will continue its downward trend of the past three decades through the year 1990, the number of households will increase due to changes in population and household composition. These demographic trends are a continuation of the present population changes described in Chapter III. Using the State Department of Finance's population figures (see Table IV-1) and assuming an average household size of 2.0 persons, there would be approximately 314,000 households (see footnote at bottom of following page) residing in San Francisco by the year 1990, providing there was an adequate supply of housing. This represents the estimated demand by households for housing in 1990. The demand for housing is expected to increase approximately 5 percent over the next 12 years. No estimate of demand has been made based on income levels. The

[3] California Department of Finance (DoF) Provisional Projections, Report 77-P-2 (December 30, 1977).
Association of Bay Area Governments (ABAG), Revised Series 3 Projections, March 15, 1978.

Association of Bay Area Governments has two estimates, one higher and one lower than the State Department of Finance's figures. In both cases ABAG projects an increasing demand for housing in San Francisco over the next decade.

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* Important: Depending on the validity of the underlying assumptions the projected number of households may vary. However, it is believed the numbers are reasonable estimates. The underlying assumptions are based on continuation of the current demographic trends described in Chapter III. The assumptionsare continued out-migration by certain population groups so that there is a net loss of population, insufficient natural increase to off set net out-migration, increasing proportion of population over 65 years of age and in the number of young adults, increase in the number of individuals who prefer and can afford to live alone, and a decline in the number of families with children and fewer children per family. While these trends will be the dominate population trends, certain ethnic groups will display demographic tendencies, such as, having more children per family than the city-wide average, or living in extended family situations so that their average household size is much larger than the city-wide norm. New residents will locate in San Francisco, but they will not be sufficient to offset those who are leaving. There are also important social and economic factors affecting residential locational decisions, such as relative housing costs throughout the metropolitan area, or the desire for increased living space and low density neighborhoods typically found in surrounding suburban communities, or various amenities suitable to a particular lifestyle, which will affect the number and type of households deciding to locate in San Francisco.

  If the assumptions hold true, then the population and household figures are reasonable projections. The only way there could be significantly fewer households and a larger population is for the demographic trends to run counter to the above assumptions. Whether there is a greater or lesser number of households than projected is immaterial. This is a practical exercise to evaluate the probable impacts of adopting the proposed residential zoning amendments. The figures should not be considered absolute, but rather are a basis for discussing what would happen if they are reasonable, or what would happen if the numbers were changed and under what conditions would the numbers change.

Table IV-1: Population And Household Projections For The Year 1990

Governmental Agency	Total Population	Residential Population	Average Household Size	Number of Households
DoF	654,000	627,000	2.00	314,000
ABAG	643,000	616,000	1.93	319,000

Footnote: Figures have been rounded to nearest 1,000.

Source: State Department of Finance
Association of Bay Area Governments, Series 3 Projections, Base Case 1, March 15, 1978

With a vacancy factor of 4-6 percent, approximately 332,800 housing units would be required to meet San Francisco's housing needs during the next 12 years. This represents an increase of 15,550 units over the present supply. The number of housing units actually built must be somewhat higher in order to replace unsound, dilapidated structures.

B. The Supply of Housing

Whether or not the future demand can be accommodated obviously depends on the availability of suitable housing. The estimated number of housing units that can legally be built under the proposed zoning is shown in Table IV-2 along with the number of acres in each zoning district. It is estimated that approximately 356,337 housing units could be legally built under the proposed zoning if each lot was developed to the maximum density permitted. Those figures

indicate that fewer units could legally be built under the proposed zoning than could be built under the existing zoning. The reduction in the total number of units that could legally be built occurred primarily in the loss of future high density multi-unit structures. These changes can be seen by comparing the number of acres in each zoning classification under the proposed amendments (Table IV-2) with the existing zoning (see Table III-13, p.92). Compared to 1975, the number of acres zoned for high density residential development has decreased significantly, while the number of acres zoned for single- and two-family structures has increased. The most significant change would be for the highest density residential development. The number of units actually built under either ordinance may be less than what is permitted due to physical and economic limitations.

Table IV-2: Number of Acres and Housing Units Permitted by Zoning Classifications Under the Proposed Amendments

Zoning District	Number Acres	% Net Acres in City	Permitted Density	# Housing Units Permitted
RH-1(D)	1720.28	7.4	4000	18,733
RH-1	4523.18	19.6	2500	78,811
RH-1(S)	-	-	-	-
RH-2	2147.49	9.3	2/2500	74,835
RH-3	773.51	3.3	3/2500	40,432
RM-1	973.78	4.2	800	53,022
RM-2	298.51	1.3	600	21,672
RM-3	187.73	.8	400	20,444
RM-4	97.75	.4	200	21,291

Table IV-2 (cont'd)

Zoning District	Number Acres	% Net Acres in City	Permitted Density	% Housing Units Permitted
RC-1	56.29	.2	900	3,065
RC-2	14.59	.06	600	1,059
RC-3	12.57	.05	400	1,369
RC-4	99.19	.4	200	21,604
Total Residential Zoned Acres	10,904.87	47.2		356,337
Total Net Acres in City	23,101.68	100.0		

Source: Residential Zoning Study, San Francisco Department of City Planning, December 1977.

Subtracting out the existing supply (317,250) from the number of units that could legally be built under the proposed amendments (356,337), the difference indicates that almost 40,000 additional housing units could legally be added to the City's housing stock under the proposed zoning. Approximately 21,000 units could be built on presently undeveloped residentially zoned land and the balance (19,000 units) on presently developed land which, under the proposed amendments, could be developed to a higher density. Based on the historical rate of construction since 1970 (see page), this represents a 20-year supply of buildable land.

C. Effect on Housing Market

The effect the proposed zoning would have on the housing

market depends on whether a sufficient number of units can legally be built to meet the City's housing needs without creating demand pressures for higher prices and rents due to an articially restricted supply of housing. It is estimated that approximately 40,000 more housing units could be added to the City's housing stock in residentially-zoned districts under the proposed amendments. The projected demand indicates that approximately 15,550 additional housing units will be required over the next 12 years to meet San Francisco's housing needs, without creating demand pressure. The difference between the theoretical supply and the projected demand suggests that, in terms of total numbers, an adequate supply of housing can be provided under the proposed amendments. However, this development potential may not be fully realized because some sites may be difficult to develop, unsatisfactory location, economic limitations, difficulty of adding another unit to an existing structure, or the owner has no desire to, or other Code provisions preventing the permitted density to be realized.

Since the proposed amendments are more restrictive than the existing zoning and the demand for housing continues to increase, the proposed regulations may intensify the pressures on higher housing prices and rents. The cost of housing in

in San Francisco will continue to increase even if the proposed amendments were not adopted, due to higher interest rates and rising construction costs for labor and materials. No zoning ordinance can effectively reduce the cost of these important components.

No matter what type of zoning ordinance is adopted, the private market is not likely to produce new housing for low- and moderate-income families without subsidies of some sort. Older housing can also filter downward to the lower-income groups. This way housing becomes available to low- and moderate-income households who cannot compete effectively in the market place for new housing. A sufficient amount of downward filtering cannot take place except in the presence of a surplus. Certain types of older housing are also in demand by middle-income groups. The more restrictive nature of the proposed zoning encourages rehabilitation and the demand by middle-income groups for older housing limits the number of units that can filter down to lower-income groups. The proposed zoning may also place increased pressure on the existing supply of low- and moderate-income housing, as households with higher incomes are forced to compete for the existing stock, thereby bidding up the rent and price of housing.

The proposed zoning will also affect the type of housing

that can be built. The proposed zoning favors the construction of one, two, and three-family structures by reducing the permitted density in many neighborhoods. Compared to 1975, the number of acres zoned for high density residential development will decrease and the number of acres zoned for single- and two-family structures will increase.

Impacts Where Minimal Or No Change Is Expected

A. Seismic/Geologic Hazards

Areas subject to liquefaction, subsidence, landsliding, and intensive groundshaking present various degrees of risk to residential structures and life safety. Additional construction in these areas would obviously increase the number of buildings and people exposed to seismic/geologic hazards. Adoption of the proposed amendments would reduce the permitted density in many neighborhoods where geologic hazards are present. However, projects of four or less units will not be required under the environmental review process to have a soils report prepared even when located in a Special Geologic Study Area. By not compensating for the seismic/geologic hazards associated with the site, small projects may present an increased risk to the life safety and building damage. Small wood-frame structures, however, are generally resilient

and considered relatively safe.[1]

Besides presenting a risk to new construction, seismic/geologic hazards present similar risks to existing development. Fortunately, most of the City is developed with wood-frame residential structures. Approximately 1400 unreinforced masonry residential buildings do exist within San Francisco and are considered hazardous. Since buildings with unreinforced masonry construction have shown a poor record of performance in past earthquakes, they should be replaced through voluntary demolition and rebuilt to their existing density, or when feasible, structurally reinforced. The proposed amendments would allow for voluntary demolition and replacement.

B. Plant and Animal Communities

The urban nature of San Francisco is the dominant ecological factor governing the occurrence of plant and animal communities within the City. As a result of its built-up nature, most of San Francisco's vegetation consists of cultivated landscaping rather than native plant species. Some native vegetation does exist on a few of the remaining undeveloped sites within the City. Unless these sites are protected from development, part of the native plant community

[1] Community Safety Element - A Proposal for Citizen Review, San Francisco Department of City Planning, July 1974, p. 18.

may be lost as a result of new construction. Additions to existing buildings or redevelopment of already developed sites would not significantly affect the native plant community.

Remnants of the native, small animal community exist on scattered park and vacant lot sites. Development of the vacant parcels would reduce the amount of open space available to the small animal community. Since development could have occurred under the existing Planning Code, adoption of the proposed amendments would not create any additional adverse impacts. In fact, by requiring larger rear yards and landscaping for front set-back areas, the proposed zoning may help improve the existing habitat for the small animal community.

C. Open Space

The proposed zoning will increase the amount of open space required in new development through larger rear yards and expanded usable open space provisions. Larger rear yards will help preserve the integrity of the block interior, while usable open space must be directly available to each dwelling unit in the form of rear yards, roof decks, balconies, and interior courtyards. Rear yard requirements would increase from 25 percent to 45 percent of lot depth for most residential districts, thereby reducing the possibility that new

development will encroach upon the established open space pattern created by the rear yards or restrict the views and sunlight of adjacent properties. Table II-1 on p. shows the minimum amount of usable open space required per unit.

Under both the existing Planning Code and the proposed amendments, privately owned vacant parcels zoned for residential use will continue to be developed. Therefore, no change is expected in the amount of open space actually available to the public as a result of the proposed amendments. However, approximately 465.21 acres of privately-owned residentially-zoned land was vacant in 1976. Any development on these remaining vacant parcels would effectively decrease the amount of open space now available. If City residents desire to preserve the remaining open space, the financial resources must be found for its purchase. Otherwise, the remaining vacant parcels will eventually be lost to development. A few sites have been or are designated for purchase by the City under its Open Space Acquisition Program.

D. Archeological Historical And Cultural Resources

Neither the proposed amendments, nor the existing Planning Code would prevent the demolition of buildings listed in Here Today or included in the Department of City Planning's

1976 Architectural Inventory, Although Article 10 of the City Planning Code currently provides some protection for officially designated Landmarks, it has no control over other structures. The proposed amendments, however, do discourage demolition by reducing the permitted density to the prevailing land use, and thereby encourage the retention and upgrading of such structures. The environmental review process evaluate their retention as a possible attenative.

E. Energy Impacts

While the theoretical limit for residential energy consumption would be lower under the proposed zoning as a result of the reduced density, residential energy consumption will continue to increase as more housing units are built. Better insulation in both new construction and existing buildings will help moderate the demand for energy as more housing units are built. The proposed zoning, however, does not require that insulation be included in new residential construction or in the rehabilitation of older housing units. Therefore, during their effective lifetime, the proposed amendments will not significantly affect the residential demand for energy.

Energy consumption for transportation may increase depending on the extent to which the proposed zoning forces people to live outside San Francisco and commute to the city for work. A more dispersed development pattern in the metropolitan area will also require more energy for all trip-generating activities.

The Residential Zoning Study makes more land available to mixed use development, so that more people can live in proximity to their place of employment, thereby reducing energy consumption for transportation. San Francisco residents are also more likely to use energy-saving public transit instead of their private automobiles for their local transportation needs.

Some people who are interested in adding energy collecting devices to existing and new dwellings have indicated that the increased set-back and rear yard requirements could make such additions infeasible.

F. Noise Generation

Transportation and construction will be the major generators of noise. According to the Transportation Noise Section of the City's Comprehensive Plan, "ground transportation noises from trucks, buses, motorcycles, and poorly muffled automobiles predominate over other types of noises as the most presistent cause for complaint". No zoning ordinance can control the generation of noise from a moving source, but zoning can control fixed noise sources through the proper arrangement of land uses. Interior noise levels in individual housing units from exterior sources can be minimized through proper design and adequate insulation. Residential development can be oriented away from freeways and major throughfares and neighborhoods can be designed to reduce through traffic.

Noise from new construction is temporary and can be properly controlled through the city's noise ordinance.

G. Sewage And Solid Waste Production

The people, businesses, and industry in San Francisco generate more than 100 mgd of sewage each day. During most rainy periods, the combined 125 mgd design capacity of the city's three treatment plants is exceeded. As a result, the untreated wastewater, containing bacteria, grease, and human wastes, is discharged directly into the Bay or Ocean. These over-flows occur approximately 80 ti-es per year and are responsible for adverse water quality conditions, which render the beach areas of the city unfit for human water contact activities during most of the winter months. When the over-flows occur, Federal Water Quality standards are exceeded. As a result of the proposed zoning limiting the ultimate density, less sewage would be generated by residential uses than would be generated under the existing zoning.

The proposed amendments would have a similar effect on the amount of solid waste that can ultimately be produced. By assuming 2.5 pounds of solid waste per person, per day, an estimate can be made of the maximum amount of solid waste that would be produced.

All Solid waste generated by San Francisco residents is currently disposed of at the city's landfill site in Mountain View, Santa Clara County. At present 544 acres are available

for fill, with the possibility of adding another 150 acres. At the present rate of solid waste generation, the Mountain View facility, even if expended, is expected to be operative for another 5 years until 1983. A new landfill site will have to be found by that date. Since residential development will continue to occur, the proposed zoning will have no effect on extending the lifetime of the Mountain View facility.

Effect On Region

The effect on the region would be to encourage more households to locate in surrounding communities, with possible increases in regional transportation demands and air pollution.

A. Transportation

Since the proposed zoning would reduce the density of many residential neighborhoods in San Francisco, traffic and parking problems for these neighborhoods would not be intensified. The reduction in density would help maintain the present parking and traffic situation in San Francisco neighborhoods. The proposed zoning, however, would not alleviate the present parking and traffic problems faced by some neighborhoods.

Reducing the number of people that could potentially live in San Francisco may increase the number of commuters coming into the city to work, placing greater demands on local streets and highways and regional public transit facilities.

B. Air Quality

If the population that could be accommodated under the proposed zoning is forced to find housing outside San Francisco and must commute into the City for work, then the potential exists for a deterioration of the present air quality within the Bay Area. The extent of the deterioration would depend on the number of people who located in surrounding communities who otherwise would have lived in San Francisco, and the extent to which this increases automobile usage, both for commuting and other purposes.

AIR POLLUTANT EMISSION FACTORS

	Particulates	Sulfur-oxides	Carbon Monoxide	Hydro-Carbons	Nitrogen oxides
Light-Duty Vehicles (g./mi.)[2]			1.8	0.43	0.31
Heavy-Duty, Diesel Powered Vehicles (g./mi)[3]	1.2	2.4	20.4	3.4	34

The Regional Air Quality Maintenance Plan being prepared by the Association of Bay Area Governments recommends compact growth and improving the balance of jobs and housing in jurisdictions throughout the region as a means of decreasing auto emissions. To reduce auto dependency the Plan seeks to shift the location of population growth from outlying suburbs back to city centers.

CHAPTER V

PROBABLE ADVERSE ENVIRONMENTAL EFFECTS WHICH CANNOT BE AVOIDED IF THE PROPOSAL IS IMPLEMENTED

The anticipated adverse effects are related to the availability and cost of housing in San Francisco, the possible displacement of certain types of households, and some additional increase in the demand on regional transportation and air quality than would otherwise be expected under the existing zoning.

The proposed amendments would reduce the allowable density in many neighborhoods, so that, approximately 180,000 estimated fewer housing units could legally be built in San Francisco. As a result the demand for housing in certain neighborhoods may not be accommodated. Prices and rents may be bid upward as a result of limited supply in some neighborhoods. If programs to make the provision of new housing in underutilized commercial and industrial districts feasible are not implemented, and prospective residents are unable to find suitable housing in San Francisco, they may look outside the city for housing. In terms of projected demand, the proposed amendments would permit a sufficient number of new housing units to be built. The demand, however, includes only the total number of households and is not broken out by type or income level.

If housing prices and rents are forced higher than would normally be expected, adoption of the proposed amendments may

displace low- and moderate-income and elderly households.

Households, both current and prospective, that are forced to seek housing outside San Francisco but still commute into the city, will place additional demands on the regional transportation system. If automobile usage also increases, the present air quality in the region may be adversely effected. Adequate data is not available to assess what the probable income in air pollution may be, if any.

CHAPTER VI

Recommended Mitigation Measures To Minimize The Impact

Mitigation of Impacts to Low and Moderate Income Households

Low and moderate income housing is provided through two principal means, filtering and public subsidy. By reducing the number of new units that may be built, fewer existing housing units will become available to filter down as housing for low-and moderate-income households. Therefore, unless a surplus of market rate housing can be built the proposed zoning will exacerbate the present lack of housing for low- and moderate-income households. Measures to increase the supply of buildable land zoned for residential development are discussed in the following section.

Regardless of what zoning policy is adopted, it is not feasible for the private market to build new housing for low- and moderate-income households without some sort of public subsidy. Programs of the Housing Authority, Redevelopment Agency and private Housing Development Corporations (HDC), such as, the Mission Housing Development Corporation and Bay View Hunters Point Housing Development Corporation, are established for the purpose of developing low- and moderate-income housing. However, even if these programs were adequately financed to meet the needs of low- and moderate-income households, they must still conform to the development and density standards of the proposed amendments.

This may raise the cost of construction and affect their ability to build low- and moderate-income housing. Special variances, conditional uses, or density bonuses should be explored to help minimize these affects. The City should continue at the state and federal level to lobby for increased funding for low- and moderate-income housing.

Measures To Compensate For The Reduction In Permitted Densities In Residential Districts.

In order to meet the city's housing needs public policy must ensure that land use controls will permit an adequate supply of housing to be built. Although much of the city has been down-zoned, projections in Chapter IV indicate that the proposed zoning would permit a sufficient number of units to be built to accommodate the expected number of households within residenially zoned areas. However, this does not mean that various economic and physical limitations would allow all property to be fully developed, or that individual household needs would be perfectly matched with the available supply of housing. Therefore, appropriate measures must still be explored to ensure that an adequate supply of housing is produced.

Demographic trends indicate that the elderly population will continue to increase. To help meet the elderly's housing needs the proposed zoning amendments allow a density double that normally permitted in a given residential district. The housing, however, must be designed for and used exclusively by the elderly. This provision

also applies to housing designed for the physically handicapped and provides an economic incentive to build housing for the elderly and handicapped.

Although the proposed zoning reduces the density in many neighborhoods, the proposed text provisions would allow, for the first time, new residential development in Industrial districts through the conditional use process, while granting automatic conditional use status to existing dwellings in Industrial districts. The proposed zoning also encourages the development of housing in some commercial areas through the mapping of the Residential Commercial (RC) Combined districts. Residential development has always been allowed in all Commercial districts. Under the proposed amendments residential development in Commercial and Industrial zoning districts is permitted at a density ratio not exceeding the number of dwelling units permitted in the nearest R district. However, the density ratio shall be no less than RM-1 for C-1, C-2, M-1 and M-2 Districts, and no less than RM-4 density for C-3 or C-M districts. For the first time since adoption of the 1921 Zoning Ordinance, the Planning Code would permit the development of housing in all areas of the city. While the proposed zoning permits neighborhood serving commercial uses to remain in residentially zoned areas, a number of nonconforming commercial and industrial uses must still be terminated in 1980 and these sites will become opportunities for new housing. Table VI-1 shows the number of

units by zoning district that could be built on such parcels. A total of approximately 1369 units could be built under the proposed zoning. Many of these are large sites and perhaps may be permitted a greater density where appropriate through reclassification or planned unit development. If greater density is not allowed, the nonconforming use sites would provide an insignificant addition to the housing stock.

Several alternatives for increasing the amount of land zoned for residential development have also been discussed in order to compensate for the reduction in allowable densities within many neighborhoods. One possibility is to amend the proposed mapping to increase the density in areas where appropriate. The proposed mapping is currently being amended and some upzoning is being done where requested. The granting of certain requests provided a gain of 5,766 housing units that could be built throughtout the city. Further upzoning could be considered for sites having good access and located in such a manner that development designed requirements for yards, setbacks and building form would result in a compatible and desirable addition ro the existing neighborhood.

Table VI-1: Total Housing Units Permitted on NCU Sites

RH-1(D)	0	RM-1	284	RC-1	203
RH-1	29	RM-2	100	RC-2	10
RH-2	242	RM-3	38	RC-3	23
RH-3	298	RM-4	77	RC-4	65
Total	569		499		301

Footnote: RC districts would not require NCU's to be terminated.

Source: San Francisco Department of City Planning.

Conversion of vacant commercial and industrial zoned land to residential zoning would increase the amount of land area exclusively devoted to housing and other uses permitted in residential districts. Mixed zoning is also being considered for the South of Market Area and other Industrial districts. Table VI-2 shows the amount of commercial and industrial zoned land and the estimated number of units that could be built at various densities. If all vacant commercial and industrial zoned land were developed to the highest residential density (RM-4), it would more than make up for the reduction in density elsewhere under the proposed zoning. If developed at an RM-1 density, about 57,000 additional units could be built.

Table VI-2: Number Housing Units That Could be Built On Commercial And Industrial Zoned Land Recorded as Vacant in 1970

Zoning District	Vacant Acreage	# of Units at RM-1 Density	# of Units at RM-4 Density
C-1	4.23	230	921
C-2	49.29	2,683	10,735
C-3-G	.79	43	172
C-3-O	3.59	195	781
C-3-R	1.08	58	235
C-3-S	2.65	144	577
CM	7.05	383	1,535
M-1	170.36	9,276	37,104
M-2	803.78	43,765	175,063
Total	1,042.82	56,777	227,123

Source: San Francisco Land Use Tabulations For 1970, Department of City Planning, June 1973

It would be unrealistic to assume all vacant commercial and industrial land could be converted to residential use. First, approximately 75 percent is zoned M-2 which indicates that nearby heavy industrial use may create nuisance problems and detract from the livability of the new residential environment. Second, there are a number of other problems in developing an attractive residential environment in industrial areas, such as, poor image making it difficult to market, lack of public services, public safety, and amenities. Solutions to these problems would require a large developer and a concentrated effort by the city government to provide the necessary amenities and public utilities and services. Third, one must consider the need by business and industry for additional space. "Virtually all San Francisco's industries... are handicapped by lack of floor space and land for expansion." *

Specific areas that could be converted should be delineated as part of the commercial and industrial zoning study to be commended shortly by the Department of City Planning to avoid unnecessary conflicts and competition for limited land resources.

A final alternative for increasing the supply of buildable land zoned for residential development is to use surplus city land. This would be on an individual basis as the sites become available and would provide only a minimal amount of housing.

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* Industrial Trends, Background Report to the Commerce and Industry Element, San Francisco Department of City Planning, May 1975, p.64.

Other suggestions for keeping down prices and rents include passage of a rent control ordinance and implementation of a real estate transfer tax. These two alternatives, however, are not zoning decisions and have certain implications which require further public discussion. Until the implementing of such controls or taxes are made city policy, those alternatives should not be considered actual mitigation measures.

Seismic/Geologic

The most appropriate method for dealing with seismic/geologic hazards is to ensure that new residential development is properly designed for the site. Existing city policy presently requires site-specific geologic or soil investigations and compensating structural design based on the findings, for all new structures located in the Special Geologic Study Areas identified on Map III-1, p.4. This policy is implemented primarily through the environmental review process. New residential development projects with four or more units must submit a soil report along with a signed commitment by the project sponsor indicating that the recommendations contained in the report will be followed. The soil reports are then reviewed along with the building plans by licensed engineers in the Bureau of Building Inspection. This procedure should be required for the approval of all building applications for new residential construction regardless of size if they are proposed in a Special Geologic Study Area. As refinements continue to be made in the

Building Code seismic/geologic hazards will present less and less of a risk to residential structures and the building's occupants.

To deal with existing residential buildings a recent addition to the proposed ordinance would permit unreinforced masonry residential structures to be voluntarily demolished and rebuilt to the same density, but under the most current seismic requirements of the Building Code. This provision would encourage, or at least eliminate one obstacle that now stands in the way of removing hazardous residential structures and replacing them with structurally sound buildings. Fortunately, the unreinforced masonry buildings are the only ones considered hazardous. Other types of residential buildings, even though they are located in Special Geologic Study Areas, are considered relatively safe.

Plants and Animals

The policies contained in the Environmental Protection Element are intended to help protect San Francisco's plant and animal life. The environmental review process also gives special attention to any projects requiring removal of significant vegetation. While residential development proposals are subject to the above policies and environmental review process, adequate controls, outside of purchasing the site, are lacking. The proposed amendments would not change this situation, except to reduce the density and building envelope for some areas. Vacant parcels, however, would continue to be developed, reducing the habitat available

to the native plant and small animal communities in San Francisco. The only effective way to preserve the limited amount of habitat provided by undeveloped parcels is to purchase the sites.

Open Space

The amount of vacant land remaining in San Francisco represents approximately eight per cent of the city's net land area. The proposed zoning may limit how a particular site is developed, but it cannot prohibit development entirely. Legal requirements regarding property rights prevent any zoning ordinance from effectively taking private property by restricting all development on the property. In order to preserve vacant land it must be purchased by the city. The city of San Francisco under its Open Space Acquisition Program is currently in the process of purchasing a number of vacant parcels. As of the 1977-78 program year, approximately 22.28 acres of residentially zoned vacant land has been or is designated for purchase by the city. This will expand the amount of open space available to the public. Additional purchases are also planned for future program years. Some possible sites are indicated in the Recreation and Open Space Element of the Comprehensive Plan.

Archeological, Historical, and Cultural Resources

The proposed zoning would not prevent the demolition of architectural or historically significant buildings, but it does discourage demolition by reducing the allowable density to the existing land use.

Since the proposed zoning tends to encourage rehabilitation, such buildings as are listed in Here Today or included in the Department of City Planning's 1976 Architectural Inventory would be more likely to be retained and renovated rather than demolished and replaced by new development. During the environmental review process, cases of historical interest are referred to the Office of Environmental Review within the Department of City Planning, as they are subject to Environmental Evaluation under Chapter 31 of the San Francisco Administrative Code. The San Francisco Landmarks Preservation Advisory Board reviews buildings for possible landmark designation or inclusion in a historic district.

Energy Consumption

San Francisco Building Code requirements and California energy conservation standards for maximum allowable heat loss in new residential construction will help moderate residential energy consumption. Also, Planning Code procedures and exemptions designed to encourage active and passive solar systems on residential structures should be considered. Locating more housing in San Francisco and permitting some mixed uses by allowing housing in the Industrial zones will moderate the amount of energy required for home-to-work trips. Effectuation of the compact development proposal in the Regional Environmental Management Plan would also help moderate the amount of energy required for transportation purposes within the region.

Noise

The San Francisco Noise Ordinance regulates permissible noise generation by construction, waste disposal services, motor vehicles off the public streets, stationary machinery or equipment, powered model vehicles, and noise from adjacent units of multiple-family residential buildings.

California noise insulation standards, which were incorporated into Title 25, Chapter I, of the California Administrative Code, 22 August 1974, apply to new apartment houses and dwellings other than detached, one-family dwellings. These standards provide that exterior noise shall not result in interior noise levels that exceed an annual Community Noise Level (CNEL) of the 45 decibels with all doors and windows closed. Whenever a structure is proposed to be within an exterior annual CNEL zone of 60 decibels, an accoustical analysis report must be submitted showing how the 45 CNEL interior noise standard will be achieved.

Through its project review function, the Department of City Planning can suggest design changes in proposed developments to achieve noise objectives. Thoughtful placement of structures on building sites so as to minimize noise impact may include such measures as deep set-backs, orienting the narrow dimension toward the noise, taking advantage of the shielding effect of other buildings, and erecting earth or masonry barriers on the site. Room layouts that place those functions least disrupted by noise closest to the noise may be just as effective as an insulated wall or a wall with no openings.

HUD (Circular 1390.2, 4 August 1971, as amended 1 September 1971) provided for the noise standards indicated in Table VI-3.

Table VI-3: External Noise Exposure Standards For the Construction Sites

ACCEPTABLE	Does not exceed 45 dB(A) more than 30 minutes per 24 hours
DISCRETIONARY -- NORMALLY UNACCEPTABLE	Does not exceed 65 dB(A) more than 8 hours per 24 hours
	(Approvals require nose atternation measures)
	Exceeds 65 dB(A) 8 hours per 24 hours Loud repetitive sounds on site
UNACCEPTABLE	Exceeds 80 dB(A) 60 minutes per 24 hours
	Exceeds 75 dB(A) 8 hours per 24 hours
	(Exceptions are strongly discouraged and require an environmental impact statement)

Definition of noise terms:

Decibel (db): A physical logarithmic unit of loudness. Sound waves traveling outward from the source exert a force known as the sound pressure level (commonly called sound level), measure in decibels.

dB(A): Decibel corrected for the variation in frequency responses to the typical human ear at commonly encountered noise levels.

Ldn: A noise measurement based on human reaction to the cumulative exposure to noise over a 24-hour period and taking into account the greater annoyance value of nighttime noises.

CNEL: Community Noise Equivalent Levels, similar to Ldn, but takes into account seasonal variations in outdoor conditions that would significantly affect noise levels.

Sewage And Solid Waste

The proposed amendments would limit the number of households that could generate sewage and solid waste in San Francisco. The city is also in the process of upgrading their sewage treatment system. The Wastewater Management Master Plan is a series of interrelated sewage projects which have been designed to bring the City into compliance with existing and foreseeable regulatory agency standards for dry- and wet-weather effluent discharges. The Wastewater Master Plan has been designed to (1) increase and upgrade the City's dry-weather treatment capacity to accomplish secondary treatment; (2) provide storage for wet-weather flows which, during storm conditons, exceed the system's capacity; and (3) use a computer-operated, automatic control system to maximize use of the system's storage, transport and treatment facilities.

Urban Design/Neighborhood Character

The purpose of the proposed residential zoning controls is to make new development more compatible with the character, scale, and density of existing neighborhoods and residential development. By downzoning to existing land use, the proposed zoning would discourage the demolition of existing buildings and the construction of higher density, out-of-scale buildings that have been disruptive of neighborhood character. The proposed zoning would reduce the building envelope through larger rear yards, more usable open space, and front set-back requirements. Facade controls in RM-1 and RM-2 districts would also

help moderate the scale and appearance of new buildings. Review of building heights proposed for more than 40 feet would further ensure that new buildings would be more compatible in terms of scale and character than these allowed under existing code provisions.

Air Quality

Air quality decisions made by one community generally affect other communities, since air pollution does not respect political boundaries. Therefore, it is necessary to take a regional approach to air pollution problems. The Association of Bay Area Governments (ABAG) is responsible for developing an Environmental Management Plan which will address alternatives for dealing with air pollution problems in the Bay Area. The plan emphasizes compact growth and a better balance between jobs and housing in order to reduce the necessity for long distance commuting. This does not imply that higher density communities within the metropolitan area accommodate even higher density development. Instead, low density suburban communities are encouraged to adopt development patterns more characteristic of the more compact communities.

Transportation

It is the policy of the Transportation Element to encourage the use of public transit and reduce the dependence on the private automobile for transportation. Improvements in local public transit may allow reduced

parking requirements, thus lowering construction costs. Densities could also be increased along transit lines. Ongoing efforts to improve regional public transit will mitigate any increase in demand associated with reducing the permitted density in San Francisco.

CHAPTER VII

ALTERNATIVES TO THE PROPOSED ACTION

Before selecting the proposal now under consideration, an extensive review of the current literature on land use controls and the zoning ordinances for numerous cities and counties throughout the United States and Canada was conducted. Although there is great variation among individual jurisdictions, the different approaches can be placed into a few basic frameworks. Five alternative zoning frameworks, covering the range of alternatives, were evaluated for their possible relevance to guiding and controlling residential development in San Francisco. The five alternatives included (1) continuation of the traditional zoning approach as practiced in San Francisco, with modifications, (2) adopting a no zoning approach, (3) developing a set of overlay districts, (4) adopting a zoning schedules approach, and (5) no project - maintain the existing Planning Code with no modifications. These alternatives were discussed in a memorandum to the Planning Commission dated August 1975. Two other approaches were briefly discussed during the course of the Residential Zoning Study and are mentioned as possible alternatives to the proposed amendments. The proposal

now under consideration is a continuation of the existing zoning framework, with major modifications in district descriptions and nomenclature, density standards, front set-backs, rear yard and usable open space requirements, and other development standards. While the development standards now under consideration are believed to be the most appropriate for San Francisco, the controls could also be more or less restrictive. This alternative is discussed along with the other alternatives.

Traditional Zoning

Zoning in the traditional sense is made up of land use regulations designed to separate incompatible uses, limit density and scale of development, prohibit or restrict uses which might bring injury to persons or property, and protect adjoining parcels from intrusion upon their privacy, light and air. Regulations are promulgated which foster the formation of homogeneous districts in which the height of buildings, the number and type of dwelling units, and the set-backs and lot sizes are more or less standardized. In the traditional view, zoning regulations focus on a single lot and address the question of how it may be developed so that negative impacts to adjacent properties can be avoided. The traditional approach divides a city into three basic

districts; residential, commercial and industrial, and regulates the type of development that can occur in each district. Wherever a district is mapped throughout the city, the standards for that district must be applied equally. Although there is great variation in the actual development standards, most jurisdictions approach land use regulation from the traditional zoning framework.

The traditional zoning framework with some variation has also been the approach historically used by San Francisco. The city is divided into a number of residential, commercial, and industrial zoning districts. In the residential districts the Planning Code regulates the type and density of development within each district, minimum lot sizes, set-backs and yard requirements, height and bulk of buildings, parking, and other aspects of residential development. Besides the principal permitted uses, certain other uses are permitted only after a public hearing as conditional uses. This permits the City Planning Commission to more carefully assess the worthiness of a particular development proposal and thereby address a particular area's needs and problems more closely. For example, the Planning Code permits an applicant to build a hospital in a residential area only if the applicant presents the specific merits of

the proposal to the Planning Commission at a public hearing and then receives permission to use the property in that manner with conditions as set at the hearing.

One alternative is to continue the above approach only with major modifications in zoning district descriptions and nomenclature and more refined controls over the building envelope. This framework was considered to be the most appropriate for controlling residential development in San Francisco, primarily because it was already familiar to San Franciscans and with appropriate modifications would adequately address development problems in the residential areas of the city. Thus, the zoning ordinance that is being proposed is this alternative.

No Zoning

Instead of the traditional zoning, one approach would be to eliminate formal zoning restrictions entirely. Under this approach market forces would be the primary force directing the initial decisions about building design and location. This approach would be similar to what existed prior to the adoption of the first Planning Code in 1921. Except today the Building Code, subdivision regulations, private covenants, environmental review, the Master Plan, and discretionary review would be in effect to help control land use. The term "no zoning" may be misleading

since a number of other regulations would still be in effect to control land use. While the no zoning approach might provide greater flexibility in building design and location of uses, it may also create more confusion about the development potential for a given property.

The Planning Commission could still effectively control land use without formal zoning districts and standards by using a method which combines the Master Plan, environmental review and discretionary review. This approach would require changes in both the present City Planning Code and Chapter 31 of the Administrative Code.

The no zoning approach would allow more density structures to be demolished and replaced by higher density development. New construction would probably be out of scale and character with the surrounding neighborhood.

The proposed project differs from the "no zoning" approach by designating residential zoning districts, describing the uses permitted in those districts, the required dimensions, areas and open space, off-street parking regulations and non-conforming uses, and by bringing together all the elements which guide residen-

tial districts into a single Planning Code.

Today, the only major American city not exercising zoning powers is Houston Texas, where enforcement of private covenants by the City is done instead. Houston's approach would not work in San Francisco as few neighborhoods have private covenants.

Overlay Districts

This approach would impose successive layers of control designed to deal with particular problems in different parts of the City. The various layers could address the type and intensity of use, parking problems, environmental hazards, or other concerns. Under this proposal regulations could be drafted to deal with the specific problems of a particular area. However, the boundaries of the different overlay districts might not coincide. For example, a neighborhood could have several different parking requirements to address the different problems within the area. The present City Planning Code has similar provisions where it superimposes a set of height and bulk districts over all of the mapped residential land use districts, and the Nob Hill Special Use District, which currently permits certain uses not otherwise allowed in the existing R-4 and R-5 districts and regulates high-rise buildings more precisely than they are regulated

elsewhere in the City.

Unless carefully presented to the public, separate overlays with a large number of districts could be confusing: a person interested in a specific property might not easily grasp all the regulations pertaining to that property. On the other hand, the overlay districts and the schedules approach would allow for differences in topography, climate, architectural styles, parking and transportation problems and provide more flexibility in design and possibly density.

Zoning Schedules

Rather than establishing a fixed set of districts in the ordinance, a zoning schedules approach would allow for selection from a list of regulations, which could be combined and mapped for a given land use area to establish a zoning district. Five possible schedules might be:

(1) Permitted principal and conditional uses;
(2) The intensity of use permitted;
(3) Physical and structural elements of a land use;
(4) Required amount and characteristics of parking;
(5) Usable open space, landscaping and sign regulations.

The total number of districts that could be created would depend only upon the number of schedules and the variety of characteristics listed in a schedule.

An unrestricted choice of districts would be more responsive to changing needs and neighborhood characteris-

tics without piecemeal and continual revision of the zoning ordinance text. However, it might not be possible to develop schedules in sufficient detail to respond to the numerous neighborhood and environmental conditions that have been revealed and studied in San Francisco. The number of districts might also be confusing to the public.

Other Approaches Discussed

Two other approaches were also briefly discussed during the course of the Residential Zoning Study. The first approach would allow for greatly increased densities, while the other approach would essentially limit development to the existing land use unless conditional use approval was granted. The two approaches are named for their authors, William Blackwell and the Inner Sunset Action Committee (ISAC).

The Blackwell proposal would increase the existing density in low-density areas of the city to make it possible for people to live near where they work. The typical residential density would be 120 persons per net acre, with 180 persons per acre near colleges, high employment areas and rapid transit. These densities would be similar to the proposed RM-2 and RM-3 densities. Parks, trees and recreation space would be provided within every neigh-

borhood. Low density would be retained where difficult topography, or lack of public transit, community services, or other factors required it. Some low-density areas would be redesigned for medium-density compact development. While this proposal would provide additional housing, unless it was done sensitively, there could be adverse environmental consequences during the transition stage as well as with the completed design. Practically, for the system of private and public space contemplated in the proposal to be achieved the replacement of much existing housing would have to occur.

The Inner Sunset Action Committee suggested that the only uses permitted in R districts without special City Planning Commission authorization should be existing uses, uses replacing existing uses with the same activity, intensity, and building form, and new uses on already vacant lots consistent with land uses on adjacent properties. All other new development would require conditional use authorization; maximum development would still be bound by densities applicable under the proposed zoning district designations.

This suggestion did not appear to have substantial citizen support. The suggestion strongly encourages retention of the status quo. Changes would only be

possible if developers or property owners were willing to endure the filing fees, applications, hearings, and costs involved.

This suggestion would make addition of new housing extremely difficult, and, without the exercise of great care by the City Planning Commission, could have results that would be contrary to equal protection requirements of zoning law.

Consideration Of Alternative Densities And Development Standards

Once it was decided to continue with the traditional zoning approach, the next step was to select the number and type of residential districts, permitted uses and density standards, specific controls over the building envelope, and other appropriate development regulations. The specific provisions finally selected could have been more or less restrictive than the proposed amendments now under consideration. Keep in mind the Planning Code consists of two parts; (1) the Zoning Map, and (2) the text ordinance. Changing either the proposed mapping or the proposed text provisions would constitute a different proposal and would also affect the future complexion of San Francisco's residential neighborhoods.

Rather than mapping according to the prevailing land use, the district boundaries could be redrawn to allow higher

or lower density in each neighborhoods. Higher density zoning districts would likely encourage the demolition of existing units and construction to the higher densities. This would eliminate the existing character and create a new character, precisely the opposite of what the proposed amendments seek to accomplish. The proposed zoning districts could also be redrawn to limit the number of units to what presently exists on each lot, without allowing any new additions.

Changes could also be made in the proposed text ordinance so that the controls would be more or less restrictive. The density standards and permitted uses for the proposed districts could be changed to allow more or less units per lot, increase or decrease the building envelope, or provide more or less parking or usable open space.

The residential densities and regulations which might have been proposed are mainly differences in numbers: that is, the controls might have been written to permit lower density or higher density of dwelling units in residential districts. However, lower densities in some of the districts could be achieved only by giving up the limited amount of opportunity now proposed for some degree of growth and addition of new dwelling units to the housing supply. Higher densities than those proposed would increase or continue in

effect the present incentives to owners, speculators and builders to develop their property to the higher density.

The proposed amendments, both Map and Text, are considered (by the Residential Zoning Study Staff) to be the most appropriate for balancing preservation and change. The proposed zoning seeks to retain intact the single-, two- or three-family character of low density residential districts (RH districts) which contain sound structures that are frequently large and suitable for family habitation. Some modifications will be made to the Map and Text as a result of the public hearings. While substantial modification would change the nature of the proposal, only minor changes are anticipated by the Residential Zoning Study Staff.

No Project

The "no project" alternative would continue with the existing zoning with no modifications. The Zoning Map and Text Ordinance would revert to the standards in the 1960 Planning Code as amended. The interim controls initiated in February 1974 and those of May 20, 1976, would no longer apply. The proposed amendments now under consideration also would become ineffective and the concerns of the public would go unanswered. A summary of the existing development standards are included in Appendix A.

CHAPTER VIII

THE RELATIONSHIP BETWEEN LOCAL SHORT-TERM USES OF THE ENVIRONMENT AND THE MAINTENANCE AND ENHANCEMENT OF LONG-TERM PRODUCTIVITY

Timeliness of the Proposal

Since 1960, there have been no fewer than 70 amendments considered for the text of the City Planning Code, each addressing special concerns that had arisen, but none of them attempting a total revision. A number of reclassifications have amended the Zoning Map in an ad hoc manner. Controversy also developed in the early 1970's, over the size and shape of apartment buildings. Because very little residentially-zoned vacant land remained in San Francisco, most of it too steep for development to be economically practical at that time, residential builders took what seemed the only avenue open to them: redevelopment of established neighborhoods to a higher density where the zoning would permit it. Many neighborhoods in fact were zoned R-3 or higher, but the predominant building type of the existing development was single- and two-family homes. Consequently, the builders demolished the existing single- and two-family homes and replaced them with multiple-unit apartment buildings, when the zoning permitted, which were out of scale and character with the surrounding development. Since these low density structures were not replaced, the housing mix was altered. This contributed to the loss

of families and the increase in singles.

The perceived adverse effects on the neighborhoods by these apartment buildings led a number of community groups to petition the City Planning Commission and Board of Supervisors for reduction in the zoning classification and remapping of the districts to reduce the number of dwelling units allowed on each lot. One after another, community groups from the Richmond, Haight-Ashbury, Inner and Outer Sunset, Pacific Heights, Russian Hill and Nob Hill requested and for the most part received such reductions in density for their neighborhoods. The extent of these downzonings is reflected by the figures in Table III-13 on p. 32a. However, mere reclassification of these neighborhoods did not fully solve the problem, since the development standards governing the sizes and shapes of buildings did not change and out-of-scale development continued elsewhere. In addition, the districts themselves were too limited in number and scope to reflect the complex and varied character of San Francisco's neighborhoods.

Pressure to change the City's zoning policies came also from the Fair Housing Planning Committee, created by the Board of Supervisors in 1973 to plan "for the racial, ethnic and economic integration of residential neighborhoods." The Commission criticized the replacement of smaller, resident-owned dwellings with large, dense, multi-unit housing complexes which allegedly strengthened residential segregation

in San Francisco, they said. It was recognized, however, that this problem affected all City residents, not just the poor and minorities.

For all the above reasons and more, the time seemed to be right for a restudy of the entire zoning ordinance as it affected residential property. Much of the City's Comprehensive Plan, including the Urban Design Plan, had been written or revised between 1971 and 1973, with the addition of statements that pointed to the need for a new look at residential zoning. Like many other cities, San Francisco had been shifting away from urban renewal policies to housing rehabilitation and neighborhood conservation, and the implementation of new policies through FACE (Federally Assisted Code Enforcement) Program and RAP (Rehabilitation Assistance Program).

Some sensed that a period of new awareness had begun among City residents, indicating broader new planning efforts. The continued loss of families with children led to an ordinance prohibiting discrimination against such households in property rentals. In addition, a variety of other legislation at the State and local levels addressed environmental and housing matters. Comprehensive revision to the residential portions of the City Planning Code, therefore, seemed appropriate at this time.

Short-Term Versus Long-Term Benefits

Should the proposed zoning controls achieve their stated objectives of promoting the retention of existing sound housing while encouraging new construction which is compatible with established neighborhoods, San Francisco's residential districts would be expected to remain the uniquely attractive areas they are today. This may help decrease the migration to suburban areas. However, if housing costs are increased as a result of the extensive down-zoning, the proposed controls would only exacerbate the present situation, especially for low- and moderate-income households. In the short run, the proposed controls would likely have a positive effect. Over the long run, if negative impacts become apparent, changes can be made in the proposed zoning.

CHAPTER IX

IRREVERSIBLE ENVIRONMENTAL CHANGES AND COMMITMENT OF RESOURCES

Adoption of the proposed amendments would not in themselves involve any irreversible environmental changes. The reduction in permitted density and the corresponding decrease in the number of housing units that could legally be built could be reversed simply by amending the proposed maps and permitted densities. However, adoption of the proposed amendments would set off a series of events which would be difficult to reverse. Once demand pressure bids up housing prices and rents they will remain higher as long as there is a continuing strong demand for housing in San Francisco. Inflation also continues to increase property values and development costs, so that new housing construction in the future would naturally be higher. Any increase in suburban growth due to down-zoning San Francisco would also not likely be reversed.

It should also be taken into consideration, that if the proposed amendments are not adopted, the established character, scale and density of existing San Francisco neighborhoods will change as new structures, built under the existing Planning Code, replace the existing residential buildings. Once these neighborhoods change, it is unlikely that they would ever be restored to their present condition.

In conclusion, a city is a dynamic place; changes are

occuring every day and it is impossible to preserve the present character of San Francisco in perpetuity. However, zoning and land use decisions do affect the rate at which change does occur.

CHAPTER X

THE GROWTH INDUCING IMPACT OF THE PROPOSED ACTION

In terms of residential growth, San Francisco faces a somewhat unique situation with a declining population and an increasing demand for housing. (See Chapter III.) The growth issue, therefore, is not in terms of total population, but rather the amount of new residential development. The livability of urban neighborhoods, as expressed by San Francisco residents, depends on preserving the unique qualities of the city's diverse neighborhoods while ensuring that new development is compatible with the surrounding neighborhood. The proposed amendments were designed to maintain the existing character, scale and density of San Francisco's residential areas. It is hoped that such action would help stem the out-migration of current residents without attracting large numbers of new residents. It is also recognized that the proposed amendments must allow for an appropriate addition of new dwelling units to deal with the demand pressure from the formation of new households. Overall, the proposed amendments would reduce the total number of housing units that can legally be built in existing residential districts. While restricting the future supply of housing, the proposed amendments, as presently mapped, do not involve a similar reduction in demand. Consequently, housing prices and rents may increase. Depend-

ing on the extent to which adoption of the proposed amendments reduces the availability of suitable housing and housing prices and rents increase, some residents, both current and prospective, may be forced to look for housing outside San Francisco, thereby contributing to the growth of surrounding communities. Increased commuting into the city from outlying suburban communities may occur as a result.

CHAPTER XI

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APPENDIX

A. SUMMARY OF THE EXISTING (1960) CITY PLANNING CODE

B. THE ASSUMPTIONS ON WHICH THE RESIDENTIAL ZONING STUDY OBJECTIVES AND POLICIES ARE BASED - ENUNCIATED IN THE MARCH 6, 1975 MEMORANDUM TO THE CITY PLANNING COMMISSION

C. SCHEDULE OF PUBLIC HEARINGS

D. EFFECTS OF RESIDENTIAL ZONING REVISIONS UPON EXISTING SECTIONS OF CITY PLANNING CODE

E. SUMMARY OF COMPREHENSIVE PLAN OBJECTIVES AND POLICIES

F. LIST OF PUBLISHED REPORTS BY THE RESIDENTIAL ZONING STUDY

G. TYPICAL SAN FRANCISCO RESIDENTIAL BUILDING STYLES

H. SUMMARY OF PROPOSED TEXT ORDINANCE AND ZONING MAP - 16 PAGE TABLOID

APPENDIX: A

SUMMARY OF EXISTING (1960) CITY PLANNING CODE

ZONING DISTRICT	PRINCIPAL USES PERMITTED	TRANSITIONAL USES	CONDITIONAL USES	LOT SIZE AND DENSITY REQUIREMENTS	MAXIMUM COVERAGE	YARD REQUIREMENTS	FLOOR AREA RATIO	USABLE OPEN SPACE REQUIREMENT	PARK AND LOADING SPACE REQUIREMENTS
R-1-D	Secs. 201.1 One-family detached dwelling; church; non-profit elementary or secondary school.	Secs. 201.1(j), 116 One-family row house; two-family dwelling.	Sec. 201.2 Private elementary or secondary school operated for profit; nursery school; institution of higher learning; private non-commercial open recreation; community club house; community garage; utility installation; planned unit development, greenhouse or plant nursery (no retail sales).	Secs. 124, 127 Minimum lot area 4000 sq. ft.; minimum lot width 33 ft.; except lots of record. One dwelling unit per lot.	Secs. 125, 126 Interior Lot: 55% Corner Lot: 60%	Secs. 132, 133, 134, 136 Side yards of 3 to 6 feet, depending upon width of lot. Rear yard: 26 feet (Corner lot 20 feet).	Maximum coverage, yard requirements, and height limit govern.	No requirement.	See Secs. 150 and 139
R-1	Secs. 202.1 All principal uses permitted in R-1-D district. One-family row dwelling.	Secs. 202.1(d), 116 Two-family dwelling; professional office for one person; private club or lodge (non-commercial).	Sec. 202.2 Same as for R-1-D, plus parking lot, access driveway to C or M district.	Secs. 124, 127 Minimum lot area 2640 sq. ft., minimum lot width 33 ft., new subdivisions. Other lots, minimum lot area 2500 sq. ft., minimum lot width 25 ft., except lots of record. One dwelling unit per lot or per 3000 sq. ft. of lot area.	Secs. 125, 126 Interior Lot: 60% Corner Lot: 75%	Secs. 133, 134, 136 No side yard required. Rear yard: 25 feet (Corner lot 20 feet).	Maximum coverage, yard requirements, and height limit govern.	No requirement.	
R-2	Sec. 203.1 All principal uses permitted in R-1 district. Two-family dwelling, home for aged (not to exceed six persons).	Secs. 203.1(d), 116 Multiple-family dwelling as regulated in R-3 districts; private club or lodge (non-commercial); boarding house; prof. office for 1 person; fraternity; each according to specific regulations.	Sec. 203.2 Same as for R-1, plus hospital, sanitarium; rest home, if more than 6 patients; philanthropic institution; multiple-family dwelling (in certain situations).	Secs. 124, 129 Minimum lot area and width same as for R-1. One two-family dwelling per lot, or one dwelling unit per 1500 sq. ft. of lot area.	Secs. 125, 126 Interior Lot: 65% Corner Lot: 75%	Secs. 132, 134, 136* No side yard required. Rear yard: 25 feet (Corner lot 15 feet).	Maximum coverage, yard requirements, and height limit govern.	No requirement, except for transitional lots.	
R-3	Sec. 204.1 All principal uses permitted in R-2 district. Multiple-family dwelling not more than 3 stories; boarding house; fraternity.	Secs. 204.1(e), 116 All R-3.5 principal uses. All R-2 transitional uses.	Sec. 204.2 Same as for R-2, plus institution primarily for treatment of contagious diseases or drug or liquor addicts if occupying entire city block or lot not less than 3 acres in area; hotel, private club or lodge building, according to specific regulations.	Secs. 124, 129, 134.3 Minimum lot area and width same as for R-1. One dwelling unit per 800 sq. ft. of lot area or major fraction thereof. (Group housing: one bedroom per 310 sq. ft. of lot area.)	Secs. 125, 126 Interior Lot: 65% Corner Lot: 70%	Secs. 132, 134, 136, 134.4* No side yard required. Rear yard: 25 feet (Corner lot 20 feet). No parking permitted in required rear yard.	Secs. 122, 122.1, 122.2 Maximum coverage, yard requirements, and height limit govern for dwellings. For buildings other than dwellings, floor area not to exceed 1.8 times the area of the lot.	Secs. 134.1, 136, 134.3 Dwellings: 200 sq. ft. per dwelling unit (¼ less if private). Group housing: 75 sq. ft. per bedroom (¼ less if private).	See Secs. 150 and 139
R-3.5	Sec. 204.4 All principal uses permitted in R-3 district.	Secs. 204.4(b), 116 All R-4 principal uses. All R-2 transitional uses.	Sec. 204.5 Same as for R-3.	Secs. 124, 129, 134.3 Minimum lot area and width same as for R-1. One dwelling unit per 600 sq. ft. of lot area or major fraction thereof. (Group housing: one bedroom per 220 sq. ft. of lot area.)	Secs. 125, 126 Interior Lot: 65% Corner Lot: 70%	Secs. 132, 134, 136, 134.4* No side yard required. Rear yard: 25 feet (Corner lot 20 feet). No parking permitted in required rear yard, except for 200 sq. ft. thereof.	Secs. 122, 122.1, 122.2 Maximum coverage, yard requirements, and height limit govern for dwellings. For buildings other than dwellings, floor area not to exceed 1.8 times the area of the lot.	Secs. 134.1, 136, 134.3 Dwellings: 150 sq. ft. per dwelling unit (¼ less if private). Group Housing: 55 sq. ft. per bedroom (¼ less if private).	
R-4	Sec. 205.1 All principal uses permitted in R-3 district. Multiple-story multiple-family dwelling; private club or lodge (non-commercial).	Secs. 205.1(d), 208, 116 Professional office building or office of single firm; restaurant, personal service shop, newsstand, where not more than 5 persons employed; storage garage; some R-1-D conditional uses; in R-4, multiple dwelling as regulated in R-5 if adjacent to C-3 district.	Secs. 205.2, 206 Same as for R-3, plus professional offices according to specific regulations.	Secs. 124, 129 Minimum lot area and width same as for R-1. One dwelling unit per 200 sq. ft. of lot area or major fraction thereof.	Secs. 125, 126 Interior Lot: 75% Corner Lot: 80%	Secs. 132, 134, 126* No side yard required. One to three story building: 15-foot rear yard. Four or more story building: 25-foot rear yard.	Secs. 122, 122.1, 122.2 Floor area not to exceed 4.8 times the area of the lot. Lot area of corner lot to be increased by 25% for calculation.	No requirement.	See Secs. 150 and 139.
R-5	Sec. 206 All principal uses permitted in R-4 district.			Secs. 124, 129 Minimum lot area and width same as for R-1. One dwelling unit per 125 sq. ft. of lot area or major fraction thereof.	Secs. 125, 126 Interior Lot: 75% Corner Lot: 90%	Secs. 132, 134, 126* No side yard required. One to three story building: 10-foot rear yard. Four or more story bldg.: 20-foot rear yard.	Secs. 122, 122.1, 122.2 Floor area not to exceed 10.0 times the area of the lot. Lot area of corner lot to be increased by 25% for calculation.	No requirement.	

APPENDIX B

The Assumptions on which the Residential Zoning Study Objectives and Policies Are Based

The assumptions along with the objectives and policies were stated in the March 6, 1975 Memorandum to the City Planning Commission and provided the basic framework for developing alternative districts and development standards. The assumptions are as follows:

A. Population Growth and Residential Demand

- any zoning controls developed will be relevant for approximately the next 10 to 15 years, as it is unlikely that zoning needs can be accurately predicted much beyond that span of time;
- during this time period the past trend of declining resident population in San Francisco will be reversed and a moderate increase in population will occur;
- San Francisco cannot accommodate any large population increase without loss or reduction of its unique environmental assets.

B. Housing Condition and Need

- The city's housing stock is fundamentally well-built and in good condition;
- a wide variety of housing types in good condition and at various price levels is needed;
- new housing will be needed over time to maintain or increase the present quantity of units;
- the types of living units in any given neighborhood are apt to change over time based upon the composition of the population and the needs of the neighborhood;

B. Housing Condition and Need

- there is a rising demand for housing by households without children;
- it will be increasingly difficult for low-, moderate-, and medium-income families that do have children to obtain suitable housing, due to the competition for housing by other groups such as single persons and working couples;
- without a wide variety of housing types available, some population groups will not be able to live in San Francisco.

C. Low-Income Housing

- heavy concentration of low-income housing in a few neighborhoods is undesirable for the residents of the residents of the low-income units, the neighborhoods and the city as a whole;
- new housing for low- and moderate-income people will be provided primarily through scattered-site construction and rent subsidy programs.

D. Location of Residential Development

- some areas are more appropriate than others for change in residential density due to proximity of public transportation, shopping facilities schools, recreation areas and job opportunities;
- residential uses in commercial areas often add vitality to the area;
- retention and enhancement of existing housing in industrial

and heavy commercial areas is considered necessary since it is a source of low-rent housing which the city can ill afford to replace;

- there are significant amount of land zoned for commerce and industry that may be available for residential development in the central and southeasteren sections of the city.

E. Non-Residential Uses in Residential Areas

- the presence of supporting non-residential uses may be desirable for neighborhood residents;
- economic and environmental considerations may increase the need for small, pedestrian-oriented neighborhood services within residential areas in order to avoid reliance upon the automobile;
- certain large and intensively used non-residential uses are generally objectionable in a residential area. The cumulative effect due to the expansion of many small non-residential uses may constitute a serious impact;
- expansion of major institutions in residential areas can be expected to have an adverse effect upon the neighborhood; such expansion may be justified if there is a demonstrated need and the effects are mitigated;
- sufficient space for professional offices appears to exist in commercially zoned areas.

F. Preservation of Historic Urban Pattern

- the basic pattern of San Francisco consists of topography, street, layout, building form, and major landscaping;

- natural areas also contribute visual interest and answer human needs for rest, quiet, escape from the city's pace and freedom from confinement;
- older buildings provide links with past events and architectural styles, and often serve as visual landmarks and points of interest which add to the image of a neighborhood;
- new development can enhance and preserve San Francisco's distinctive qualities if it is designed with consideration for the prevailing design character.

G. Amenable Building Design

- the compatibility of new development is, in a broad sense, a matter of scale. Good scale depends upon a building height that is consistent with the total pattern of the land and the skyline, a bulk that is not overwhelming, and an overall appearance that is complementary to the building forms and other elements of the immediate neighborhood;
- intrusion of new buildings into well established front set-back and rear yard areas usually is inurious to the visual appearance of a neighborhood, and to the livability of adjacent dwellings and their open areas;
- life safety is a important consideration in development of new housing. In certain areas of the city, construction is especially susceptible to damage as a result of future earthquakes and other natural disasters;

- excessive noise is a concern frequently expressed by neighborhood residents. Intensive landscaping, buffering walls and other screening devices can insulate residential and pedestrian areas from heavily used trafficways;
- usable open space and adequate light and air are necessary human amenities;
- parking and traffic are perceived by neighborhood residents as an index of overcrowding;
- varying climate and topography warrant differences in building design.

APPENDIX C

SCHEDULE OF PUBLIC HEARINGS

1976

June 22nd June 29th July 7th August 11th	Public hearings in neighborhoods regarding zoning proposed on May 20, 1976.

1977

March 31st	Public hearing regarding proposed text and map revisions to zoning initiated on May 20, 1976
November 29th	Public presentation of department's revised recommenations.

1978

January 12th January 19th	Hearings on text revisions presented to the public on November 29th, 1977. Testimony on Draft Environmental Impact Report.
February 7the February 14th February 21st February 28th	Neighborhood hearings on revised maps presented to the public on November 29, 1977.
March 7th	General hearing on both text and maps presented to the public on November 29, 1977. Testimony on the Draft Environmental Impact Report was allowed at all public hearings.

APPENDIX D

EFFECT OF RESIDENTIAL ZONING REVISIONS UPON EXISTING SECTIONS OF CITY PLANNING CODE

Number of existing Code section	Same section number retained; no significant amendment	Same section number retained; significant amendment	Changed to section number listed; no significant amendment	Changed to section number listed; significant amendment	Substance incorporated as part of the new section with number listed	Provision deleted
Existing Articles Affected in Their Entirety						
ARTICLE 1						
101	x					
102	x					
102.1	x					
102.2					209.2(a),(b),(c), 216(a)	
102.3			102.2			
102.4			102.3			
102.5				102.4		
102.6				102.5		
102.7			102.6			
102.8			102.7			
102.9			102.8			
102.10			102.9			
102.11			102.10			
102.11.5			102.11			
102.12					209.2(d),(e), 216(b)	
102.13			102.12			
102.14			102.13			
102.15			102.14			
102.16					216(c),(d)	
102.17			102.15			
102.18			102.16			
102.19			102.17			
102.20					156	
102.20.5			102.18			
102.21						x
102.22			102.19			
102.23			102.20			
102.24			102.21			
102.25			102.22			
102.26			102.23			
102.27					135	
102.28			102.24			
103			170			

Number of existing Code section	Same section number retained; no significant amendment	Same section number retained; significant amendment	Changed to section number listed; no significant amendment	Changed to section number listed; significant amendment	Substance incorporated as part of the new section with number listed	Provision deleted
104				201		
105	x					
105.1			106			
106			171			
107			172			
108					172,188	
109			173			
110				175		
111			203			
112				202		
113			204			
114			204.1			
115				204.2		
116			204.3			
116.1				204.4		
116.2			204.5			
117						x
118						x
119			205			
119.1			205.1			
119.2			205.2			
119.3						x
120			122			
121			141			
122			123			
122.1				124		
122.2			125			
122.3			126			
122.4			127			
124					121,180	
125						x
126					136	

Number of existing Code section	Same section number retained; no significant amendment	Same section number retained; significant amendment	Changed to section number listed; no significant amendment	Changed to section number listed; significant amendment	Substance incorporated as part of the new section with number listed	Provision deleted
127					209.1	
128					209.1	
129					207.1,209.1	
130					215	
132				130		
133		x				
134		x				
134.1					135	
134.2					140	
134.3					135,208	
134.4					136	
135					150,153	
136				155		
137				154		
138				151		
139			152			
140					155	
141				156		
142					209.7(a)	
143			158			
144			159			
145			160			
146			161			
149					174	
150					180,181	
150.1			187			
151					181,182	
152			183			
153			184			
154				185		
155					181,188	
156					181,186	
160*						x
161*					132	
162*					134,142	
163*					140	
164*					142	
165*						x
166*						x
167*						x

ARTICLE 2

Number of existing Code section	Same section number retained; no significant amendment	Same section number retained; significant amendment	Changed to section number listed; no significant amendment	Changed to section number listed; significant amendment	Substance incorporated as part of the new section with number listed	Provisio deleted
201					209-209.9	
201.1					"	
201.2					"	
202					"	
202.1					"	
202.2					"	
203					"	
203.1					"	
203.2					"	
204					"	
204.1					"	
204.2					"	
204.3					"	
204.4					"	
204.5					"	
205					"	
205.1					"	
205.2					"	
206					"	
209					209-209.9	
210	x					
210.1	x					
210.2	x					
210.3	x					
210.4	x					
210.5	x					
210.6	x					
211					213	
212	x					
213	x					
215		x				
216		x				
217		x				
218	x					
219	x					
220	x					
221	x					
222	x					
223	x					
224	x					
225	x					
226	x					
227		x				

Number of existing Code section	Same section number retained; no significant amendment	Same section number retained; significant amendment	Changed to section number listed; no significant amendment	Changed to section number listed; significant amendment	Substance incorporated as part of the new section with number listed	Provision deleted
234	x					
234.1	x					
234.2		x				
235	x					
236	x					
237	x					
238		x				
239	x					
240	x					
240.1	x					
240.2	x					
240.3	x					

ARTICLE 4

401						x
402					131,136	
403					136	
404						x

ARTICLE 5

501					136	

Existing Articles Partially Affected

ARTICLE 2.5

250	x					
260		x				
261		x				

ARTICLE 3

303	x					
304		x				
304.5	x					
306.3	x					
307	x					
308.1		x				
309					176	
310			109			
311			310			

ARTICLE 6

604	x					
606		x				

Article-by-Article Summary of Proposed Code Amendments

Article 2 (Use Districts) would contain a complete revision of the various provisions pertaining to permitted uses in Residential zoning districts. Regulations affecting uses and densities that are found in existing Article 1, especially Sections 111 through 119.3 and 127 through 130, would be transferred to this Article. The enumeration of permitted uses in existing Sections 201 through 209 would be changed to tabular form. Use limitations for Commercial and Industrial zoning districts would be revised only to the extend necessary to provide consistency with the Residential district provisions.

The most prominent changes in the new Article 2 would be addition of statements of description and purpose for all Residential districts, a specific setting forth of the density limitations for dwellings and group housing according to zoning district, and complete revision of the lists of principal and conditional uses permitted in Residential districts, with corresponding changes to provide uniformity for dwellings, other housing and institutions in Commercial and Industrial districts.

Article 1.2 (Dimensions, Areas and Open Spaces) would be a new Article which would include all the provisions dealing with dimensions, areas and other aspects of buildings and lots. The substance of existing Sections 120 through 134.4, and Articles 4 and 5, would be incorporated in this new Article, and several other sypes of provisions would be added. In connection with the new Article 1.2, certain changes would also be made in existing Article 2.5, Height and Bulk Districts.

The amendments to Article 1.2 would bring about simplification of the requirements for minimum lot width and area, expansion of front set-back requirements, with greater attention to special lot situations, simplification of side yard requirements where they are applicable, reformulation of the requirements for rear yards, with allowance for reductions based upon the position of adjacent buildings. simplification and extension of the requirements for usable open space, reorganization of the provisions for obstructions allowed in open areas, addition of a requirement for street trees with new development, addition of standards to moderate the scale of street facades, especially on large lots, addition of a requirement for review of buildings exceeding a height of 40 feet in Residential districts, and revision of the use district height limits applicable to certain Residential districts.

Article 1.5 (Off-Street Parking and Loading) a new Article, would incorporate and re-order existing Sections 135 through 146, now part of Article 1 of the City Planning Code, making changes pertinent to Residential districts.

The Article would modify the table of parking requirements, giving an increased allowance for compact car spaces, and would add Section 157 providing for closer review of non-accessory parking.

Article 1.7 (Compliance), also a new Article, would consolidate and reorganize the various provisions regarding compliance with the City Planning Code, now found principally in Sections 106 through 110, Sections 149 through 156, and Sectoon 309.

The Article would spell out more specifically the requirements for compliance with conditions, stipulations and special restrictions, a clarification of certain provisions dealing with permits, a clearer distinction among nonconforming uses, noncomplying structures and substandard lots of record, with an indication as to the alterations and other work that may occur with each, a detailed description of the enlargements, alterations, reconstruction and changes of use that are permitted for nonconforming uses, and exemption of neighborhood-serving nonconforming uses from termination, subject to specified conditions.

Although the major residential zoning amendments are set forth in Articles 1.2, 1.5, 1.7 and 2.5, a series of other related amendments is proposed for three additional existing Articles of the City Planning Code.

In Article 1, from which many of the existing sections would be removed for placement in other Articles, the section on purposes, most definitions, and the provisions relating to the Zoning Map would be retained. A number of changes in the definitions would be necessary in connection with amendments to other Articles.

In Article 3, certain adjustments in zoning procedures would be specified to make the Article current and to provide consistency with other Articles. Section 304 concerning Planned Unit Developments would be completely reorganized and revised. A statement of objectives would be included in (a). The minimum area would be reduced from three acres to one-half acre.

In Article 6, adjustments in sign regulations for Residential districts would be made to recognize the new districts proposed.

APPENDIX E

SUMMARY of OBJECTIVES and POLICIES

HOUSING PRESERVATION

OBJECTIVE 1

PRESERVE, IMPROVE AND MAINTAIN THE EXISTING HOUSING STOCK.

Policy 1

Maintain housing at or above code levels.

Policy 2

Adopt a neighborhood maintenance approach in the redevelopment program.

Policy 3

Promote and support voluntary housing rehabilitation activities.

Policy 4

Undertake public acquisition and rehabilitation where necessary to preserve private housing.

Policy 5

Conserve housing in non-residential areas.

Policy 6

Conserve residential buildings of significant architectural merit.

Policy 7

Discourage demolition of housing that is sound or capable of rehabilitation.

NEW RESIDENTIAL DEVELOPMENT

OBJECTIVE 2

ENCOURAGE NEW RESIDENTIAL DEVELOPMENT ONLY WHEN IT PRESERVES OR IMPROVES THE QUALITY OF LIFE FOR RESIDENTS OF THE CITY AND PROVIDES NEEDED HOUSING OPPORTUNITIES.

Policy 1

In existing residential neighborhoods, ensure that new housing relates well to the character and scale of surrounding buildings and does not reduce neighborhood livability.

Policy 2

Encourage the conversion of underused non-residential land to residential use, and encourage multiple-residential development in conjunction with commercial uses in the downtown commercial area.

Policy 3

Discourage development of new housing in areas unsuitable for residential occupancy, and where the new development would displace existing housing worthy of retention.

Policy 4

Encourage construction of a variety of unit types suited to the needs of households of all sizes.

Policy 5

Promote development of well-designed housing.

Policy 6

Modify proposed developments which have substantial adverse environmental impacts or conflict with the Master Plan.

NEIGHBORHOOD ENVIRONMENT

OBJECTIVE 3

PROVIDE PLEASANT RESIDENTIAL ENVIRONMENTS THAT MEET THE NEEDS OF RESIDENTS.

Policy 1

Support housing with adequate public improvements, services and amenities.

Policy 2

Allow small-scale non-residential activities in residential areas where they contribute to neighborhood livability.

Policy 3

Minimize disruption caused by expansion of institutions into residential areas.

HOUSING COSTS

OBJECTIVE 4

MINIMIZE HARDSHIPS CAUSED BY THE INCREASING COST OF HOUSING.

Policy 1

Preserve and expand the supply of low- and moderate-income housing.

Policy 2

Promote the availability of private financing and insurance to all households and in all areas of the city.

Policy 3

Establish rent guidelines for buildings whose owners receive special forms of public assistance.

Policy 4

Ensure that the City's codes do not cause unreasonable hardship for certain households nor unnecessarily increase the cost of housing.

Policy 5

Develop alternate sources of municipal revenue to permit a decreased reliance on the residential property tax.

HOUSING OPPORTUNITIES

OBJECTIVE 5

MAXIMIZE HOUSING CHOICE.

Policy 1

Eliminate housing discrimination.

Policy 2

Encourage economic integration.

Policy 3

Ensure the availability of quality rental housing.

Policy 4

Expand opportunities for homeownership.

Policy 5

Ensure a distribution of quality board and care facilities.

Policy 6

Promote the availability of units suitable for persons with special housing needs and of varied lifestyles.

RELOCATION

OBJECTIVE 6

AVOID OR MITIGATE HARDSHIPS IMPOSED BY DISPLACEMENT OF RESIDENTS.

Policy 1

Minimize public displacement.

Policy 2

Provide relocation services in all cases where public actions cause displacement.

Policy 3

Reduce relocation hardships caused by private demolition of housing.

Policy 4

Permit displaced households the right of first refusal to occupy any replacement housing units.

THE REGION

OBJECTIVE 7

ADDRESS HOUSING NEEDS THROUGH A COORDINATED REGIONAL APPROACH.

Policy 1

Encourage rehabilitation and development of housing in the Bay Area which will meet regional housing needs and contribute to the quality of life in the region.

Policy 2

Encourage the distribution of low- and moderate-income housing throughout the Bay Area.

HOUSING INFORMATION

OBJECTIVE 8

ENSURE THAT PUBLIC DECISIONS ABOUT HOUSING WILL BE BASED UPON THE BEST INFORMATION AVAILABLE.

Policy 1

Develop a citywide system to collect and maintain statistical information on the housing market.

Policy 2

Support and expand the gathering and analysis of information about housing.

APPENDIX F

List Of All Published Reports Prepared For

The Residential Zoning Study

CHAPTER II NEIGHBORHOOD ISSUES PAPER

MAY 1975

CHAPTER III CITY PLANNING DEPARTMENT MEMORANDUMS

MARCH 6, 1975 - Summary Report on Completion of First Phase of Residential Zoning Study, Including Proposed Objectives and Policies for the Study.

AUDUST 21, 1975 - Report on Completion of First Year of Residential Zoning Study, Including Alternative Conceptual Zoning Frameworks.

NOV. 20, 1975 - Outline of Districts and Standards.

FEB. 2, 1976 - Public Comments Concerning Outline of Districts and Standards Contained in Memorandum Dated 11/20/75.

MAY 20, 1976 - Proposed Zoning Maps and District Standards.

MARCH 10, 1977 - Proposed Amendments to the Residential Zoning Controls Initiated May 20, 1976; to be Considered by the Commission at a Public Hearing on March 31, 1977.

CHAPTER III - CITY PLANNING DEPARTMENT MEMORANDUMS

MAY 20, 1976 - As Amended March 31, 1977 - Proposed Zoning Maps and District Standards.

CHAPTER IV - PROPOSALS MAY 20, 1976

RA - Apartment Building Character Districts Development Guidelines.

RM - Mixed House and Apartment Building Character Districts Development Guidelines.

RC - Residential-Commercial Combined Districts Development Guidelines.

CHAPTER V - ECONOMIC REPORT - CONSULTANT

Analysis of the Economic Impacts of the Proposed Change in San Francisco Zoning - December 17, 1976.

From: GRUEN GRUEN & ASSOCIATES

CHAPTER VI - DESIGN REPORT - CONSULTANT

"Change without Loss"

Conducted at:

College of Environmental Design, Department of Architecture, University of California, Berkeley.

APPENDIX G

TYPICAL SAN FRANCISCO RESIDENTIAL BUILDING STYLES

STRUCTURE TYPE	# UNITS	# BEDROOMS PER UNIT	# SQ. FT. PER UNIT	DIMENSION BLDG. ENVELOPE	LOT DEPTH NECESSARY TO COMPLY WITH 55% COVERAGE 100'	112'	120'	137.5	RH-1(D)	RH-1	RH-2(S)	RH-2	RH-3	RM-1 RC-1	RM-2 RC-2	RM-3 RC-3	RM-4 RC-4
1	1	3	1200	25 X 50	X				●	●		●	●	●	●	●	●
2	1	3-4	1750-2000	25X60		X			●	●		●	●	●	●	●	●
4	1	3	1250	25X50	X				●	●		●	●	●	●	●	●
6	1	3	2100	25X55	X				●	●		●	●	●	●	●	●
7	1	3	1900	25X50	X				●	●		●	●	●	●	●	●
10	2	3	1200	25X55	X							●	●	●	●	●	●
11	2	3	1400	25X65			X					●	●	●	●	●	●
12	2	3	1400	25X75				X				●	●	●	●	●	●
14	2	3	1400	25X60		X						●	●	●	●	●	●
15	6	3-2	1500-1200	50X90				65%						●	●	●	●
17	3	3-2	1400-900	25X65			X						●	●	●	●	●
19	3	3-2-1	1400-900-750	25X65			X						●	●	●	●	●
20	3	3	1200	25X55	X								●	●	●	●	●
22	3	3-1	1400-500	25X80				60%					●	●	●	●	●
24	4	3-2	1400-1100	25X100				75%					●	●	●	●	●
25	3	3	1400	25X75				60%							●	●	●
26	5	3-2-1	1400-900-750	25X80				60%								●	●
27	12	1-2	600-750	50X75				X								●	●

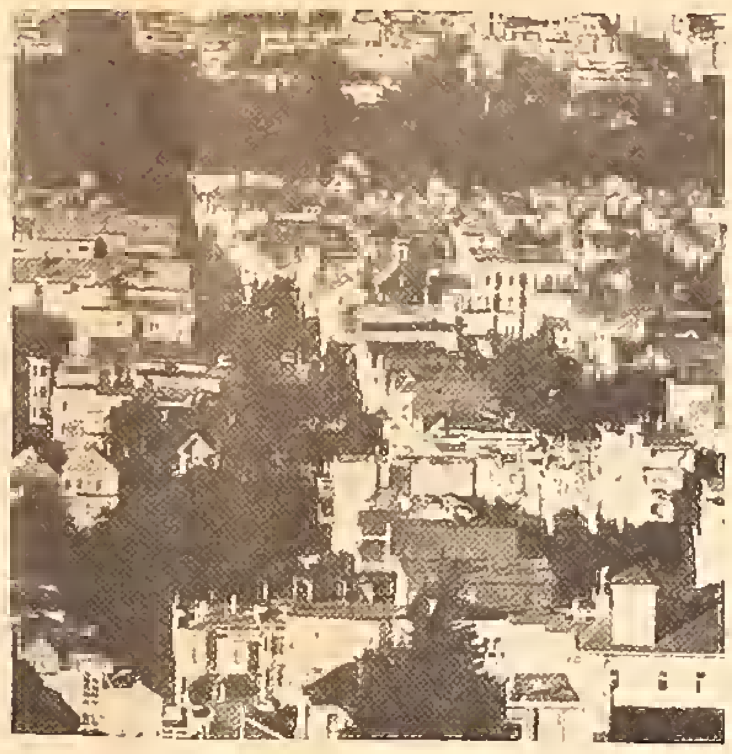
X INDICATES THAT BUILDING TYPE COULD FIRST BE CONSTRUCTED ON THAT LOT DEPTH WITH 55% COVERAGE

● INDICATES BLDG. TYPE THAT CAN BE BUILT IN THAT ZONING DISTRICT

SOURCE: ANALYSIS OF THE ECONOMIC IMPACTS OF THE PROPOSED CHANGE IN SAN FRANCISCO'S ZONING. GRUEN, GRUEN & ASSOCIATES DEC 17 '76 APPENDIX B PG B 1-29, TABLE 1

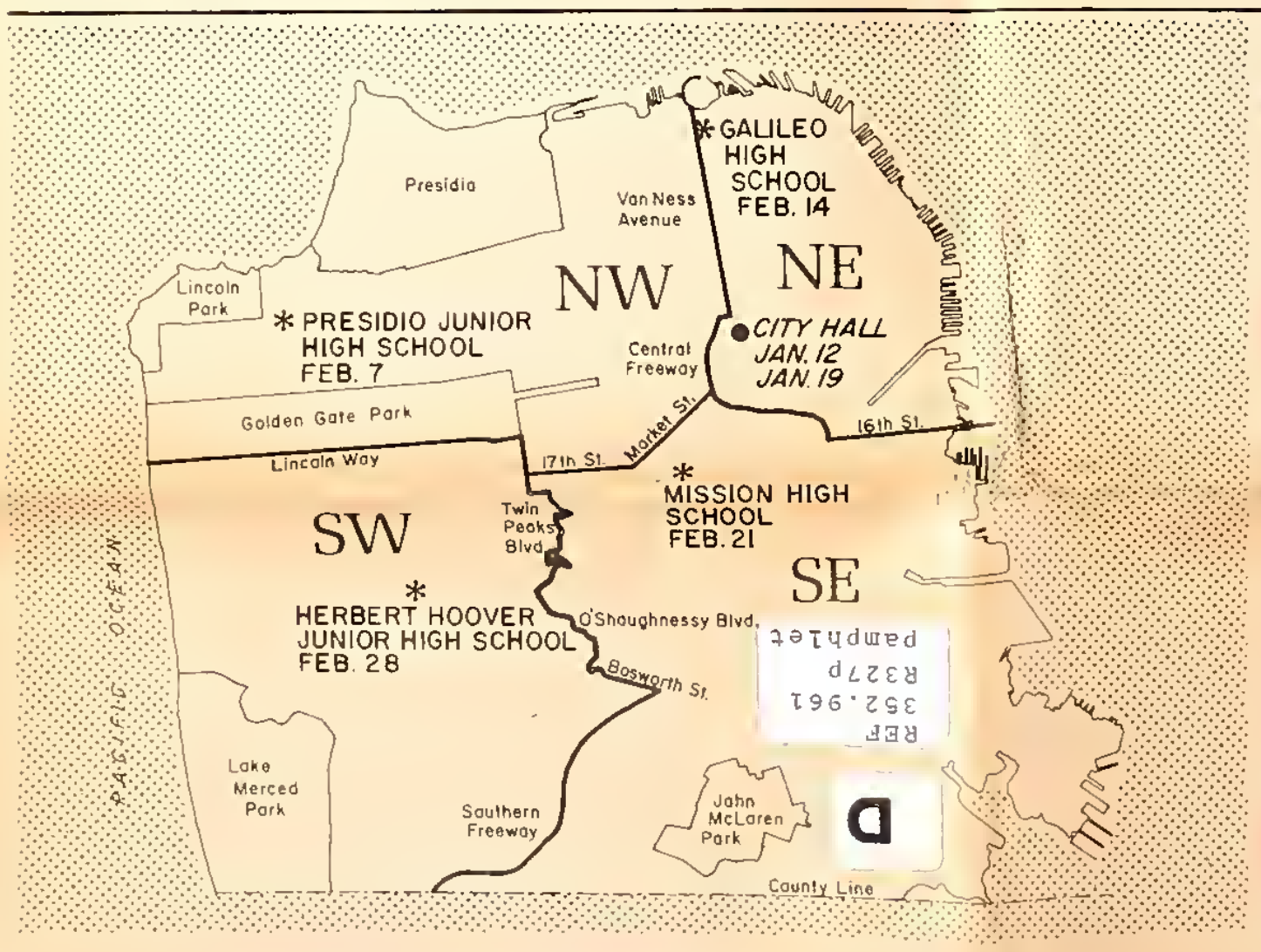
CONTENTS

IF THERE ARE QUESTIONS CONCERNING THE MATERIAL IN THIS REPORT, PLEASE TELEPHONE THE RESIDENTIAL ZONING STUDY STAFF AT 558-3055, OR VISIT THE DEPARTMENT OF CITY PLANNING AT 100 LARKIN STREET.



Report on Proposed Residential Zoning Revisions

DEPARTMENT OF CITY PLANNING 100 LARKIN STREET, SAN FRANCISCO, CALIFORNIA 94102 DECEMBER 1977



TIMES, PLACES AND PURPOSES OF PUBLIC HEARINGS OF THE CITY PLANNING COMMISSION

Time of Hearing	Place of Hearing	Purpose of Hearing
Thursday January 12, 1978 2:00 p.m.	City Hall, Room 282	Consideration of proposed amendments to text of the City Planning Code (written regulations)
Thursday January 19, 1978 7:30 p.m.	City Hall, Room 282 (enter from Polk Street)	Continuation of consideration of proposed amendments to text
Tuesday February 7, 1978 7:30 p.m.	Presidio Junior High School 450 - 30th Avenue at Clement Street	Consideration of the portions of proposed Zoning Map covering NORTHWEST part of city
Tuesday February 14, 1978 7:30 p.m.	Galileo High School 10SS Bay Street at Van Ness Avenue	Consideration of the portions of proposed Zoning Map covering NORTHEAST part of city
Tuesday February 21, 1978 7:30 p.m.	Mission High School 37S0 - 18th Street at Dolores Street	Consideration of the portions of proposed Zoning Map covering SOUTHEAST part of city
Tuesday February 28, 1978 7:30 p.m.	Herbert Hoover Junior High School 2290 - 14th Avenue at Santiago Street	Consideration of the portions of proposed Zoning Map covering SOUTHWEST part of city

NOTICE OF HEARINGS

CITY PLANNING COMMISSION

NOTICE OF PUBLIC HEARINGS ON PROPOSED AMENDMENTS TO TEXT OF THE CITY PLANNING CODE AND TO THE ZONING MAP RELATING TO RESIDENTIAL DISTRICTS AND DEVELOPMENT.

Notice is hereby given to the general public that at the times and plaees shown in this advertisement the City Planning Commission will hold public hearings on comprehensive amendments to the *City Planning Code pertaining to* residential zoning.

These hearings will cover proposed amendments that would revise in their entirety the written regulations governing residential development and use in San Francisco, amending City Planning Code Articles 1, 2, 2.5, 3 and 6, deleting Articles 4 and 5, and adding Articles 1.2, 1.5 and 1.7.

The hearings will also cover proposed reclassifications of property throughout the city by amendment of the Zoning Map, in order to create and apply new permanent residential zoning districts for eontrol of development and use in the residential areas of San Francisco. If adopted, these districts will replace all existing residential zoning districts.

The first two hearings will emphasize the proposed amendments to the text of the City Planning Code. These hearings will be held in the Civic Center at the times and place indicated elsewhere on this page.

Four hearings will then be held regarding proposed amendments to the Zoning Map. One portion of the city will be emphasized at each of the four hearings, at times and places as indicated elsewhere on this page.

In addition to the testimony at these hearings, the Commission will consider statements in writing by individuals and groups, addressed to the Commission's offiee at 100 Larkin Street, San Francisco, California 94102.

Further information on these proposals may be obtained by visiting the Department of City Planning at 100 Larkin Street in the Civic Center, or by telephoning the Department at 558-3055. Copies of maps showing the proposed residential districts in detail will be mailed to the owners of all real property; in addition, copies of these maps and copies of the proposed amendments to the text of the City Planning Code are available for inspection at the Department.

An Environmental Impact Report (E1R) is required for this project. The public hearings for review of the E1R will be held jointly with the hearings described above.

Following conclusion of its hearings and analysis of the testimony and other statements, the Commission will act upon the proposals and recommend enactment of legislation by the Board of Supervisors. In its action, the Commission may modify in part or in whole the text amendments and Zoning Map amendments (both distriet limitations and boundaries of zoning districts) proposed for its consideration.

Department of City Planning

December 1977

Dear San Franciscan,

We are pleased to send to you this summary of the proposals for revision of zoning in San Francisco's residential neighborhoods -- the first citywide program of this kind since 1960.

These proposals are the result of three years of study by the staff of the Department of City Planning -- work that was initiated in response to Commission and staff concerns, and many citizen requests. The study has included substantial citizen and neighborhood involvement.

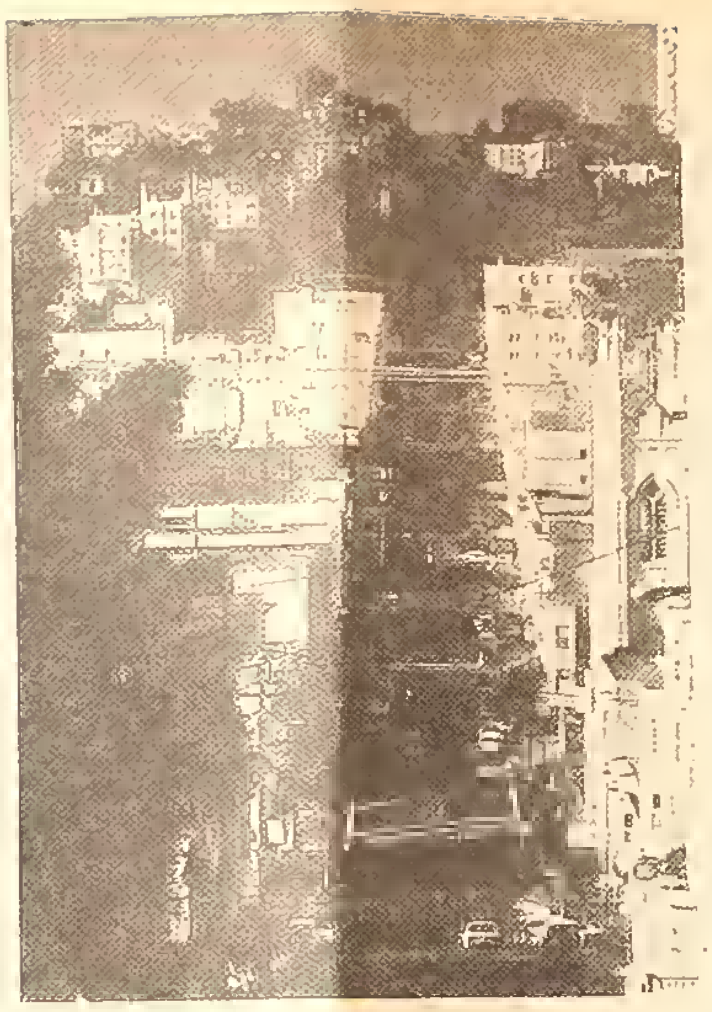
We urge that you review these proposals carefully and communicate your reactions and desires at the City Planning Commission hearings described on the first page of this publication, or by letter to the Commission.

It is always the objective of the Commission and the Department to provide the best in planning to meet the varied needs and desires of San Franciscans. The zoning issue is complex; we need your ideas so that this program will fulfill that objective and best serve our city.

Very truly yours,
CITY PLANNING COMMISSION

Toby Rosenblatt

Toby Rosenblatt, President



HEARING PROCEDURES

The procedures for amendments to the City Planning Code are prescribed by Sections 302 and 306 through 306.5 of the Code.

In the case of comprehensive amendments to the Code, such as these residential zoning proposals, it is customary for the formal hearing process to be initiated by the City Planning Commission after staff studies. The initiation by the Commission is by means of a "resolution of intention" to consider the proposals made by the staff. The Commission's resolution sets into motion the process of hearings before the Commission and later the Board of Supervisors.

During this hearing process, the Code provides that any new construction must meet both the Code standards already in effect and the standards under consideration. Such a requirement for conformity during the hearing period has been applicable in San Francisco since 1932.

Notice of the Commission's hearings must be given by newspaper publication and, where map changes are involved, by mail to the owners of all real property affected by the changes.

After the hearings and any necessary modifications in the staff proposals, the Commission acts on the proposed Code amendments. If both text and map changes are involved, the Commission acts first on the text amendments and then on the map amendments. The Commission's action is in the form of a recommendation for legislative action by the Board of Supervisors.

At the Board of Supervisors, hearings are held on the Commission's recommendation by a Committee of the Board. After these hearings the Committee reports the matter out to the full Board for its consideration. Two successive votes, or "readings", are required at the full Board for adoption of an ordinance.

The Board of Supervisors may modify a Commission recommendation before acting, but the Board may not act upon any modification regarding the map, or any material modification of the text proposals, until such a modification has been considered by, and either approved or disapproved by, the Commission. Proposed modifications may be sent back to the Commission either with the original proposals or as subsequent amendments to an adopted ordinance.

Adoption of zoning proposals is accomplished by the Board by a majority vote, except that in the case of map amendments that were disapproved by the Commission a vote of two-thirds of all members of the Board is required for adoption.

Ordinances adopted by the Board are sent to the Mayor for signature. If they are signed by the Mayor, they become effective 30 days later.

Introduction: San Francisco's Neighborhoods

There's no other city like San Francisco. The people who live here know it; most people who don't live here wish they could. And perhaps what makes San Francisco such a beautiful urban setting, above all, is the fine patchwork quilt of neighborhoods. There's great variation from neighborhood to neighborhood, while within each enclave there are striking similarities in architectural scale and character — not necessarily in adornment, but in fundamental sizes and shapes.

That this has happened is no coincidence or accident. It has occurred for a few principal reasons:

- The city's boundaries have been fixed for over 100 years.
- The residential portions of the city are almost totally developed.
- The vast majority of streets are laid out in a grid system, ignoring the presence of hills.
- The building lots in the blocks of that grid system are almost all 25 to 35 feet in width.
- The building foundations on those lots vary according to the slope of the land, but the upper portions of the buildings tend to be standardized in their height and bulk.

These factors, and the creative abilities of San Francisco architects and builders over the past century, have led to the patterned beauty we now perceive.

Yet this development has led us to a pivotal point in the city's maturation. When an urban area has this fine a texture and no further land left for new construction, it becomes fragile, and each new building put up will necessarily replace something that was there before. Questions must then be raised as to whether what is built anew is better than what it replaces, whether it is just as good, or whether it is a detriment to the neighborhood in which it occurs. In this context, the development controls that the public imposes to protect public values become much more important than at any time in the city's history.

Summarized in this report, and presented in full written detail to the City Planning Commission, is a proposal by the Department of City Planning to revise the basic land use control mechanism of the city — the City Planning Code — so that it will allow San Francisco to grow and mature in a manner that protects its neighborhoods, while encouraging development that respects the essential charm and characteristics of those neighborhoods.

The Proposed Controls

The proposed controls seek to balance preservation and change in the residential areas of San Francisco.

One of the main objectives of these controls is to protect the character of existing neighborhoods, and encourage retention of sound housing. Under the zoning established in 1960, actual construction over the years has demonstrated that both the standards and the mapping of districts are inadequate to accomplish such an objective according to the wishes of most of the city's residents. Except for the single-family and two-family districts (R-1-D, R-1 and R-2), it has been widely felt that the existing controls have not been conservation-oriented.

However, preservation cannot be the sole objective of zoning. An adequate stock of suitable housing for San Franciscans requires a balance that combines new construction efforts with maintenance and rehabilitation. The continuing low vacancy rates in most areas of the city, and the overcrowded housing conditions in a number of neighborhoods, indicate that new housing units are needed, both to add to the housing stock and to replace units that are lost. Although some opportunities for residential construction may exist in areas containing underused industrial and commercial land, many of the new units must be accommodated in existing residential areas. The proposed regulations will provide a zoning framework that allows accommodation of new housing while protecting the scale of existing neighborhoods.

In addition, the proposed controls will bring a much needed modernization of San Francisco's City Planning Code. The Code has been patched and added to many times since 1960, so that it is now a cumbersome document, difficult to use for both the Department staff and city residents. For example, regulations governing front setbacks can be found in three separate Articles of the Code. Thus, the current proposals not only recommend changes in regulations; they also recommend renumbering and reordering of existing provisions, and other changes to make the provisions consistent with one another. The Code would, therefore, be more readable, more easily administered and more enforceable.

What follows is a description of the highlights of the proposed zoning controls, and a comparison with the controls previously in effect. This description is supplemented by the summary chart appearing on the opposite page, which indicates the controls applicable to each new Residential zoning district.

TYPES OF RESIDENTIAL ZONING DISTRICTS

One of the purposes of the proposed zoning is, where practical, to recognize the building form and character, and the existing density of development, of San Francisco's neighborhoods. There is great diversity throughout the neighborhoods — in fact, the unusual strength of neighborhood identity is at the heart of San Francisco livability — but they nevertheless fall into three general groups on the basis of building form and use characteristics:

1. Areas predominantly developed with houses;
2. Areas developed with a mixture of houses and apartments; and
3. Areas with a mixture of residential and commercial uses.

These three general groups form the three categories of zoning districts that are proposed.

The new districts are established for further purposes in addition to recognition of existing architectural characteristics and densities. These other purposes, as expressed in the proposed City Planning Code language, are:

(a) Preservation, improvement and maintenance of the existing housing stock through protection of neighborhood environments and encouragement of sound ownership practices and rehabilitation efforts;

(b) Maximizing of housing choice by assuring the availability of quality owner and rental housing of various kinds, suitable for a wide range of household types, lifestyles and economic levels;

(c) Encouragement of residential development that will meet outstanding community needs, provide adequate indoor and outdoor spaces for its occupants, and relate well to the character and scale of existing neighborhoods and structures; and

(d) Promotion of balanced and convenient neighborhoods having appropriate public improvements and services, suitable non-residential activities that are compatible with housing and meet the needs of residents, and other amenities that contribute to the livability of residential areas.

In order to fulfill these over-all purposes, the more specific purposes of each type of Residential district must be clearly stated. One of the serious weaknesses of the existing Code has been the lack of a description and purpose for each district. Such statements are included in the current Code revision proposals; they will assist in use of the Code and are related both to the written controls and to the mapping of the districts. The descriptions and purposes appearing in the Code are as follows:

RH (Residential, House) Districts.

These districts are intended to recognize, protect, conserve and enhance areas characterized by dwellings in the form of houses, usually with one, two or three units with separate entrances, and limited scale in terms of building width and height. Such areas tend to have similarity of building styles and predominantly contain large units suitable for family occupancy, considerable open space, and limited non-residential uses. The RH districts are composed of five separate classes of districts, as follows:

RH-1(D) Districts: One-Family (Detached Dwellings).

These districts are characterized by lots of greater width and area than in other parts of the city, and by single-family houses with side yards. The structures are relatively large, but rarely exceed 35 feet in height. Ground level open space and landscaping at the front and rear are usually abundant. Much of the development has been in sizeable tracts with similarities of building style and narrow streets following the contours of hills. In some cases private covenants have controlled the nature of development and helped to maintain the street areas.

RH-1 Districts: One-Family.

These districts are occupied almost entirely by single-family houses on lots 25 feet in width, without side yards. Floor sizes and building styles vary, but tend to be uniform within tracts developed in distinct time periods. Though built on separate lots, the structures have the appearance of small-scale row housing, rarely exceeding 35 feet in height. Front set-backs are common, and ground level open space is generous. In most cases the single-family character of these districts has been maintained for a considerable time.

RH-1(S) Districts: One-Family with Minor Second Unit.

These districts are similar in character to RH-1 districts, except that a small second dwelling unit has been installed in many structures, usually by conversion of a ground-story space formerly part of the main unit or devoted to storage. The second unit remains subordinate to the owner's unit, and may house one or two persons related to the owner or be rented to others. Despite these conversions, the structures retain the appearance of single-family dwellings.

RH-2 Districts: Two-Family.

These districts are devoted to one-family and two-family houses, with the latter commonly consisting of two large flats, one occupied by the owner and the other available for rental. Structures are finely scaled and usually do not exceed 25 feet in width or 40 feet in height. Building styles are often more varied than in single-family areas, but certain streets and tracts are quite uniform. Considerable ground level open spaee is available, and it frequently is private for each unit. The districts may have easy access to shopping facilities and transit lines. In some cases, group housing and institutions are found in these areas, although non-residential uses tend to be quite limited.

RH-3 Districts: Three-Family.

These districts have many similarities to RH-2 districts, but structures with three units are common in addition to one-family and two-family houses. The predominant form is large flats rather than apartments, with lots 25 feet wide, a fine or moderate scale and separate entrances for each unit. Building styles tend to be varied but complementary to one another. Outdoor space is available at ground level, and also on decks and balconies for individual units. Non-residential uses are more common in these areas than in RH-2 districts.

RM (Residential, Mixed) Districts.

These districts are intended to recognize, protect, conserve and enhance areas characterized by a mixture of houses and apartment buildings, covering a range of densities and building forms according to the individual district designations. Despite the range of densities and building sizes, most structures are of a scale that respects the traditional lot patterns, open spaces and articulation of

(continued on page 5)

SUMMARY OF PROPOSED CITY PLANNING CODE STANDARDS FOR RESIDENTIAL DISTRICTS

As Proposed by the Department of City Planning to the City Planning Commission on November 29, 1977

ZONING DISTRICT	MAXIMUM DWELLING UNIT DENSITY (Sec. 209.1)	OTHER PRINCIPAL USES (Permitted as of Right) (Secs. 209 through 209.9)	OTHER CONDITIONAL USES (Subject to Commission Approval) (Secs. 209 through 209.9)	MINIMUM LOT SIZE (Sec. 121)	BASIC FLOOR AREA RATIO (Other than Dwellings) (Sec. 124)	FRONT SET-BACK REQUIREMENTS (Sec. 132)	REAR YARD REQUIREMENTS (Sec. 134)	USABLE OPEN SPACE REQUIREMENTS FOR DWELLING UNITS (Sec. 135)	OTHER SPECIAL REQUIREMENTS
RH-1(D) House, One-Family (Detached Dwellings)	One dwelling unit per lot.	Residential care facility for 6 or fewer; child care facility for 10 or fewer; open space for horticulture or passive recreation; public structure of use of a non-industrial character; sale or lease sign.	Child care facility for 11 or more; elementary school; secondary school; religious institution; community facility; open recreation area; greenhouse or plant nursery; utility installation or public service facility; community garage; access driveway to C or M district; non-accessory parking for a specific use; Planned Unit Development.	Width: 33 ft. Area: 4,000 sq. ft.	1.8 times lot area.	Based upon average of adjacent buildings, up to 15 ft. or 15% of lot depth.	45% of lot depth, except for reductions based upon average of adjacent buildings.	300 sq. ft. of private space per unit.	(Sec. 133) Side yards; requirement based upon lot width. (Sec. 261) Use district height limit 35 ft.; 30 ft. at front of property.
RH-1 House, One-Family	One dwelling unit per lot; up to one unit per 3,000 sq. ft. of lot area (maximum of 3 units) with conditional use approval.			Width: 25 ft. Area: 2,500 sq. ft.	1.8 times lot area.	Based upon average of adjacent buildings, up to 15 ft. or 15% of lot depth.	45% of lot depth, except for reductions based upon average of adjacent buildings.	300 sq. ft. of private space per unit.	(Sec. 261) Use district height limit 35 ft., 30 ft. at front of property.
RH-1(S) House, One-Family with Minor Second Unit	Same as for RH-1; or, 2 dwelling units per lot with second unit limited to 600 sq. ft. of net floor area.			Width: 25 ft. Area: 2,500 sq. ft.	1.8 times lot area.	Based upon average of adjacent buildings, up to 15 ft. or 15% of lot depth.	45% of lot depth, except for reductions based upon average of adjacent buildings.	300 sq. ft. of private space per unit; 100 sq. ft. for minor second unit.	(Sec. 261) Use district height limit 35 ft.; 30 ft. at front of property.
RH-2 House, Two-Family	Two dwelling units per lot; up to one unit per 1,500 sq. ft. of lot area with conditional use approval.		Same uses as above, plus: Group housing, boarding; group housing, religious orders; group housing, medical and educational institutions; hotel up to 5 rooms; medical institution; residential care facility for 7 or more; post-secondary educational institution.	Width: 25 ft. Area: 2,500 sq. ft.	1.8 times lot area.	Based upon average of adjacent buildings, up to 15 ft. or 15% of lot depth.	45% of lot depth, except for reductions based upon average of adjacent buildings.	100 sq. ft. of private space per unit.	(Sec. 144) Limits on parking entrances and blank facades. (Sec. 261) Use district height limit 40 ft.; 30 ft. at front of property.
RH-3 House, Three-Family	Three dwelling units per lot; up to one unit per 1,000 sq. ft. of lot area with conditional use approval.			Width: 25 ft. Area: 2,500 sq. ft.	1.8 times lot area.	Based upon average of adjacent buildings, up to 15 ft. or 15% of lot depth.	45% of lot depth, except for reductions based upon average of adjacent buildings.	100 sq. ft. per unit if all private; common space substituted must be 1/3 greater, 65% of space in project must be private.	(Sec. 144) Limits on parking entrances and blank facades.
RM-1 Mixed, Low Density	One dwelling unit per 800 sq. ft. of lot area.	Same uses as above, plus: Group housing, boarding; group housing, religious orders.	Same uses as above, excluding those listed in previous column as principal uses.	Width: 25 ft. Area: 2,500 sq. ft.	1.8 times lot area.	Based upon average of adjacent buildings, up to 15 ft. or 15% of lot depth.	45% of lot depth, except for reductions based upon average of adjacent buildings.	100 sq. ft. per unit if all private; common space substituted must be 1/3 greater, 50% of space in project must be private.	(Sec. 144) Limits on parking entrances and blank facades. (Sec. 145) Building stepping and multiple pedestrian entrances on wider lots.
RM-2 Mixed, Moderate Density	One dwelling unit per 600 sq. ft. of lot area.			Width: 25 ft. Area: 2,500 sq. ft.	1.8 times lot area.	Based upon average of adjacent buildings, up to 15 ft. or 15% of lot depth.	45% of lot depth, except for reductions based upon average of adjacent buildings.	80 sq. ft. per unit if all private; common space substituted must be 1/3 greater, 50% of space in project must be private.	(Sec. 144) Limits on parking entrances and blank facades. (Sec. 145) Building stepping and multiple pedestrian entrances on wider lots.
RM-3 Mixed, Medium Density	One dwelling unit per 400 sq. ft. of lot area.			Width: 25 ft. Area: 2,500 sq. ft.	3.6 times lot area.	Based upon average of adjacent buildings, up to 15 ft. or 15% of lot depth.	25% of lot depth, but no less than 15 ft.	60 sq. ft. per unit if all private; common space substituted must be 1/3 greater, 50% of space in project must be private.	
RM-4 Mixed, High Density	One dwelling unit per 200 sq. ft. of lot area.			Width: 25 ft. Area: 2,500 sq. ft.	4.8 times lot area.	Based upon average of adjacent buildings, up to 15 ft. or 15% of lot depth.	25% of lot depth, but no less than 15 ft.	36 sq. ft. per unit if all private; common space substituted must be 1/3 greater, 50% of space in project must be private.	
RC-1 Residential-Commercial Combined, Low Density	One dwelling unit per 800 sq. ft. of lot area.	Same uses as above, plus: Hotel up to 5 rooms; out-patient clinic; philanthropic facility; child care facility for 11 or more; elementary school; secondary school; religious institution; community facility; private recreational facility; open recreation area; greenhouse or plant nursery; access driveway to C or M district; C-1 commercial establishment in or below ground story.	Same uses as above, excluding those listed in previous column or principal uses, plus: Hotel of 6 or more rooms; C-1 commercial establishment above ground story.	Width: 25 ft. Area: 2,500 sq. ft.	1.8 times lot area.	No requirement.	25% of lot depth, but no less than 15 ft.	100 sq. ft. per unit if all private; common space substituted must be 1/3 greater, 50% of space in project must be private.	(Sec. 209.8) Commercial establishments exclude those designed primarily for customers arriving at that establishment by private motor vehicle.
RC-2 Residential-Commercial Combined, Moderate Density	One dwelling unit per 600 sq. ft. of lot area.	Same uses as above, plus: C-2 commercial establishment in or below ground story.	Same uses as above, plus: C-2 commercial establishment above ground story.	Width: 25 ft. Area: 2,500 sq. ft.	1.8 times lot area.	No requirement.	25% of lot depth, but no less than 15 ft. (at dwelling levels only).	80 sq. ft. per unit if all private; common space substituted must be 1/3 greater, 50% of space in project must be private.	
RC-3 Residential-Commercial Combined, Medium Density	One dwelling unit per 400 sq. ft. of lot area.			Width: 25 ft. Area: 2,500 sq. ft.	3.6 times lot area.	No requirement.	25% of lot depth, but no less than 15 ft. (at dwelling levels only).	60 sq. ft. per unit if all private; common space substituted must be 1/3 greater, 50% of space in project must be private.	
RC-4 Residential-Commercial Combined, High Density	One dwelling unit per 200 sq. ft. of lot area.			Width: 25 ft. Area: 2,500 sq. ft.	4.8 times lot area.	No requirement.	25% of lot depth, but no less than 15 ft. (at dwelling levels only).	36 sq. ft. per unit if all private; common space substituted must be 1/3 greater, 50% of space in project must be private.	

NOTE

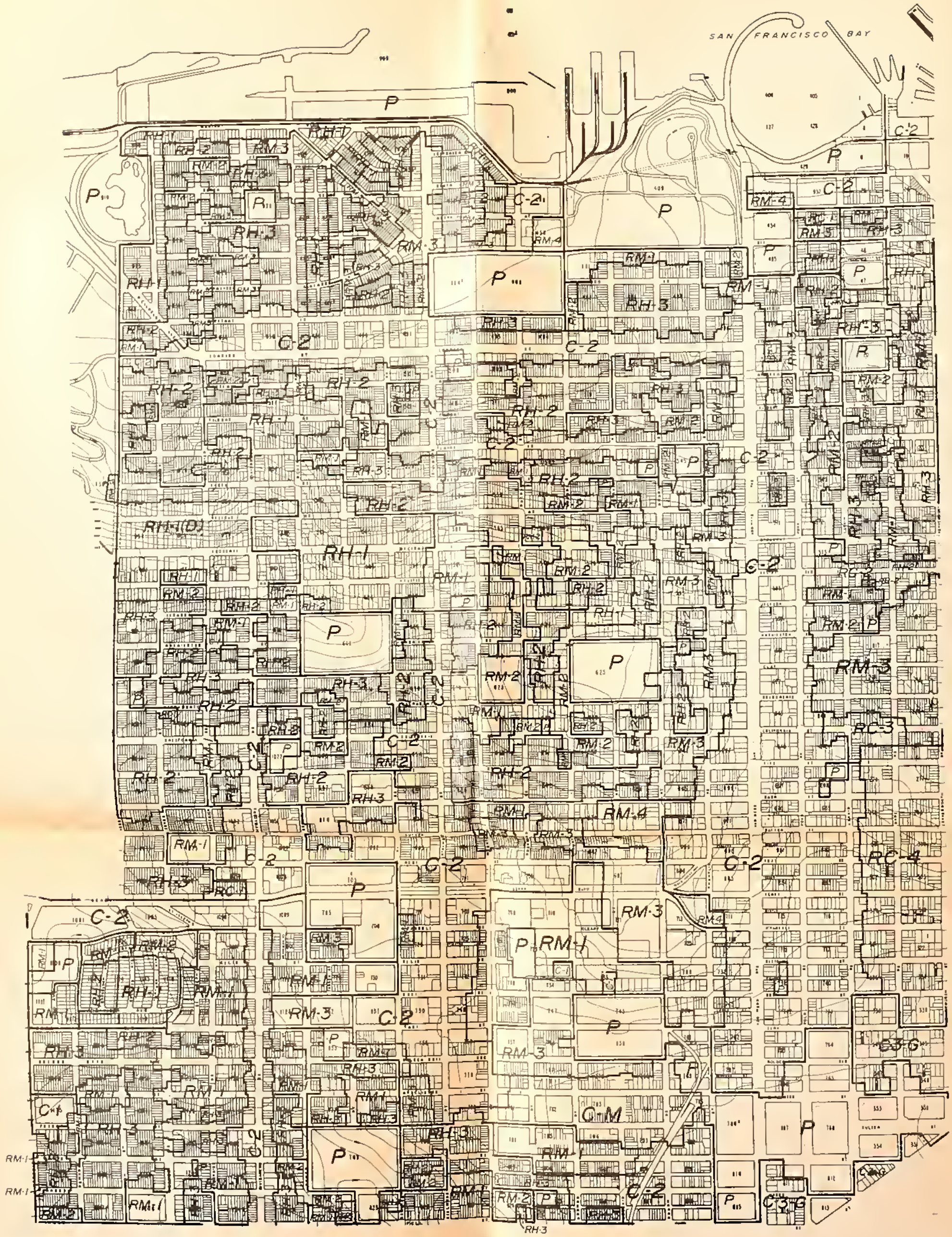
This chart is only a summary of the proposed City Planning Code provisions. The Code sections referred to in the chart should be consulted for the complete requirements, and for detailed methods by which these requirements are applied to specific property situations.

For answers to questions concerning this summary chart and the Code provisions, contact the Department of City Planning at 558-3055, or visit the Department at 100 Larkin Street.

The chart above covers only the proposed Residential zoning districts. The principal subject of the current Code revisions. Other use districts not covered by the chart are the Commercial and Industrial districts (Code Sections 210 through 227), Public Use districts (Sections 234 through 234.2) and special use districts (Sections 235 through 240.3, and Sheets 1SUa, 1SUb and 2SU of the Zoning Map).

Other Code provisions of general application to Residential districts that are not referred to in this chart are the following:

- Height and Bulk Districts (Sec. 122, Article 2.5 and Sheets 1H through 13H of the Zoning Map)
- Review of buildings exceeding a height of 40 feet in Residential districts (Sec. 253)
- Legislated set-back lines, which may be more restrictive than Sec. 132 (Sec. 131 and ordinances and resolutions for specific streets)
- Obstructions permitted over streets and alleys and in required set-backs, yards and usable open space (Sec. 136)
- Requirement that all dwelling units face on an open area (Sec. 140)
- Screening of rooftop features (Sec. 141)
- Screening of parking (Sec. 142)
- Street trees required for new development (Sec. 143)
- Off-street parking requirements (Article 1.5)
- Off-street loading requirements (Article 1.5)
- Accessory uses permitted for listed principal and conditional uses (Secs. 204 through 204.5)
- Temporary uses permitted by action of the Commission or Zoning Administrator (Secs. 205 through 205.2)
- Nonconforming uses (Secs. 180 through 187)
- Density limitations for group housing (Sec. 208)
- Sign regulations, including special sign districts (Article 6, especially Sec. 606 and Secs. 608 through 608.10, and Sheet 5SD of the Zoning Map)



2 SHEET 2 OF THE ZONING MAP
Refer to page 4 for map legend.

PROPOSED NEW RESIDENTIAL DISTRICTS

PROPOSED DISTRICTS AND DENSITIES

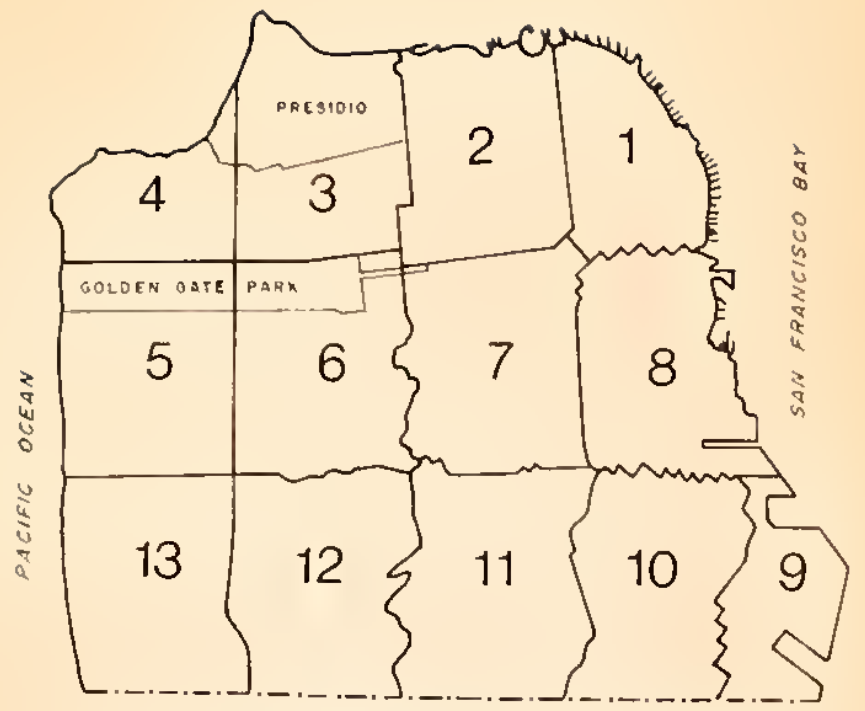
HOUSE CHARACTER DISTRICTS	RH-1(D)	One-family detached dwelling
	RH-1	One-family dwelling
	RH-1(S)	One-family dwelling with minor second unit
	RH-2	Two-family dwelling
	RH-3	Three-family dwelling
MIXED HOUSE & APARTMENT CHARACTER DISTRICTS	RM-1	One dwelling unit per 800 square feet of lot area
	RM-2	" " " " 600 " " " " "
	RM-3	" " " " 400 " " " " "
	RM-4	" " " " 200 " " " " "
RESIDENTIAL-COMMERCIAL COMBINED DISTRICTS	RC-1	One dwelling unit per 800 square feet of lot area
	RC-2	" " " " 600 " " " " "
	RC-3	" " " " 400 " " " " "
	RC-4	" " " " 200 " " " " "

These classes of zoning districts would replace all existing classes of residential districts (R-1-D, R-1, R-2, R-3, R-3.5, R-4, R-5, R-3-C, R-3.5-C, R-4-C and R-5-C).

EXISTING CLASSES OF ZONING DISTRICTS TO BE RETAINED

C-1	Neighborhood Shopping
C-2	Community Business
C-3-O	Downtown Office
C-3-R	Downtown Retail
C-3-G	Downtown General Commercial
C-3-S	Downtown Support
C-M	Heavy Commercial
M-1	Light Industrial
M-2	Heavy Industrial
P	Public Use

IF THERE ARE QUESTIONS CONCERNING DISTRICTS ON THIS MAP, PLEASE TELEPHONE THE RESIDENTIAL ZONING STUDY STAFF AT 558-3055, OR VISIT THE DEPARTMENT OF CITY PLANNING AT 100 LARKIN STREET.



KEY TO ZONING MAP SHEET NUMBERS

SHEET 1 OF THE ZONING MAP
Refer to page 4 for map legend.

1

THE PROPOSED CONTROLS (cont. from page 2)

facades typical of San Francisco neighborhoods. These districts provide unit sizes and types suitable for a variety of households, and contain supporting non-residential uses. The RM districts are composed of four separate classes of districts, as follows:

RM-1 Districts: Low Density.

These districts contain a mixture of the dwelling types found in RH districts, but in addition have a significant number of apartment buildings that broaden the range of unit sizes and the variety of structures. A pattern of 25-foot to 35-foot building widths is retained, however, and structures rarely exceed 40 feet in height. The over-all density of units remains low, buildings are moderately scaled and segmented, and units or groups of units have separate entrances. Outdoor space tends to be available at ground and upper levels regardless of the age and form of structures. Shopping facilities and transit lines may be found within a short distance of these districts. Non-residential uses are often present to provide for the needs of residents.

RM-2 Districts: Moderate Density.

These districts are generally similar to RM-1 districts, but the over-all density of units is greater and the mixture of building types and unit sizes is more pronounced. Building widths and scales remain moderate, and considerable outdoor space is still available. The unit density permitted requires careful design of new structures in order to provide adequate amenities for the residents. Where non-residential uses are present, they tend to offer services for wider areas than in RM-1 districts.

RM-3 Districts: Medium Density.

These districts have some smaller structures, but are predominantly devoted to apartment buildings of six, eight, ten or more units. Most of these districts are close to downtown and have been developed in this manner for some time. The units vary in size, but tend to be smaller than in RM-1 and RM-2 districts. Many buildings exceed 40 feet in height, and in some cases additional buildings over that height may be accommodated without disruption of the district character. Although lots and buildings wider than 25 or 35 feet are common, the scale often remains moderate through sensitive facade design and segmentation. Open spaces are smaller, but decks and balconies are used to advantage for many units. Supporting non-residential uses are often found in these areas.

RM-4 Districts: High Density.

These districts are devoted almost exclusively to apartment buildings of high density, usually with smaller units, close to downtown. Buildings over 40 feet in height are very common, and other tall buildings may be accommodated in some instances. Despite the intensity of development, distinct building styles and moderation of facades are still to be sought in new development, as are open areas for the residents. Group housing is especially common in these districts, as well as supporting non-residential uses.

(continued on next page)

The City Planning Code

The City Planning Code is a portion of the San Francisco Municipal Code and consists of two parts: the written ordinances containing zoning and other regulations affecting property in San Francisco, and the series of map sheets known as the Zoning Map.

Zoning is a legal device that regulates the use of land. Its methods have evolved gradually over time, and zoning remains the most important system for balancing the forces of preservation and the forces of change, especially in a built-up area such as San Francisco.

Zoning divides the city into districts and provides regulations appropriate to each district. Which uses are allowed in a district, and in what amounts, are matters within the province of zoning, as are building size, required open spaces and off-street parking.

Zoning ordinances did not always exist to shape the pattern of land use. Largely before the movement in the 1920's toward zoning as a method of land use control, San Francisco, like many other American cities, had laid out the basic pattern of its streets and had taken on an urban form. It was a form reflecting a complex topography, and made up mainly of small, diverse yet homogeneous, residential neighborhoods.

The 1921 Code

In order to supplant the piecemeal assemblage of nuisance ordinances then in effect to control land use, the first City Planning Code for San Francisco was enacted in 1921, after much of the city was already developed. Typical of its time, this was a very simple ordinance and it concentrated upon attempting to separate residential use from the other two main categories of uses: commercial and industrial.

But in that 1921 ordinance, hardly any consideration was given to individual residential areas. There were only two types of residential districts: First Residential for areas with single-family homes; and Second Residential, which allowed every kind of residential building without any real limitations. Elsewhere, the ordinance applied commercial zoning to a great quantity of land, including much that was already in residential use.

In addition, the 1921 ordinance had no specific requirements for such things as building height and bulk, rear yard size or off-street parking. There were provisions for front set-backs, but they were enacted separately for each street and applied only in single-family neighborhoods.

Starting in the 1920's, when high-rise structures began to appear in residential areas, scattered height limits were established under the Building Code, not the City Planning Code; these height limits appeared only in certain northern fringes of the city. Today it is considered appropriate that the Building Code regulate specific matters of structural and fire safety, while the City Planning Code controls the general form of buildings, taking neighborhood values into account and guiding future development.

In 1946, a major amendment establishing minimum lot sizes and maximum lot coverage was added to the City Planning Code. The City Planning Commission at that time recognized the need for a modern update of the entire Code, however, and was setting a revision study in motion. Later, in 1955, community concern over construction of new apartment houses without off-street parking led to a second major amendment to the 1921 ordinance, requiring that one off- street parking space be provided for each dwelling unit constructed.

Some of the greatest shortcomings of zoning still to be addressed were the following:

1. No distinct administrative staff for zoning, with heavy reliance on members of the Department of Public Works. The City Planning Commission had existed since 1917, but no planning staff was hired for another 24 years; in succeeding years, the staff remained quite small.
2. No basis at all in a comprehensive plan. The requirements for a comprehensive plan, or "Master Plan", were placed in the Charter in 1932. The first Master Plan was adopted by the City Planning Commission in 1945, but the zoning was yet to be revised to conform with this Plan.
3. Over-zoning for intensive uses, regardless of the existing pattern of development. For example, quiet residential streets in some single-family areas had commercial zoning.
4. Conditional rezonings with reversions: under an unusual procedure then in effect, the City would up-zone property in order to permit a specific development to take place, then allow reversion to the old zoning in order to prohibit others from developing similarly. Consequently, the Zoning Map did not reflect actual land use.

The 1960 Code

San Francisco has a great many important qualities to protect, especially in its residential areas. It is no wonder, then, that there was a strong movement to replace the 1921 ordinance. However, a comprehensive revision was slow in coming; in all, it took nearly 20 years of effort.

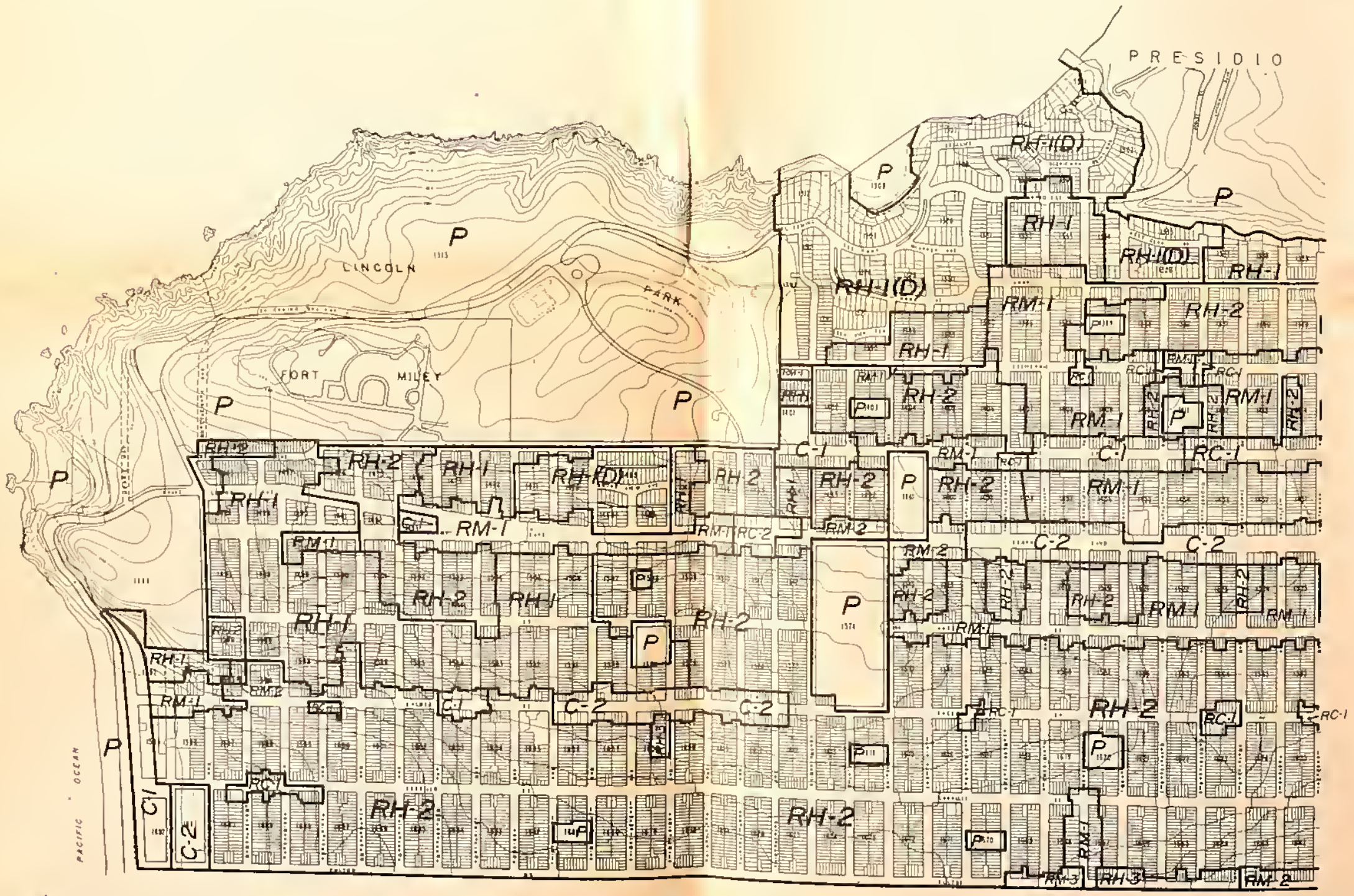
The first step had been creation of a planning staff in the early 1940's. A Master Plan was then developed and adopted. The background work for the Master Plan included land use studies and, even though the Plan was sketchy, it was enough to form the basis for zoning revisions.

The first drafts of the new zoning ordinance were publicly presented in 1948.

After more than 12 years of public hearings spanning the terms of several City administrations, and many changes and compromises, a comprehensive revision of the City Planning Code became effective May 2, 1960. New Charter provisions established the office of Zoning Administrator to oversee enforcement of the regulations.

The 1960 ordinance did much better than its predecessor in distinguishing one residential district from another. Six types of districts were established: R-1-D, R-1, R-2, R-3, R-4 and R-5.

In many areas, of course, these districts were mapped where the existing pattern of residential development was not uniform. The districts allowed a mixed pattern to continue, at least theoretically; for instance, low-density housing could be built in an R-5, highest-density district.



4 SHEET 4 OF THE ZONING MAP
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THE PROPOSED CONTROLS (cont. from page 5)

RC (Residential-Commercial Combined) Districts.

These districts are intended to recognize, protect, conserve and enhance areas characterized by structures combining residential uses with neighborhood-serving commercial uses. The predominant residential uses are preserved, while provision is made for supporting uses, usually in or below the ground story, which meet the frequent needs of nearby residents without generating excessive vehicular traffic. The RC districts are composed of four separate classes of districts, as follows:

RC-1 Districts: Low Density.

These districts provide for a mixture of low-density dwellings similar to those in RM-1 districts with certain commercial uses of a very limited nature. The commercial uses are those permitted in C-1 districts, located in or below the ground story only and designed primarily for walk-in trade to meet the frequent and recurring needs of nearby residents. Open spaces are required for dwellings in the same manner as in RM-1 districts, except that rear yards are somewhat smaller and front set-back areas are not required.

RC-2 Districts: Moderate Density.

These districts provide for a mixture of moderate-density dwellings similar to those in RM-2 districts with supporting commercial uses. The commercial uses are those permitted in C-2 districts, located in or below the ground story in most instances, and excluding automobile-oriented establishments. Open spaces are required for dwellings in the same manner as in RM-2 districts, except that rear yards are somewhat smaller and need not be at ground level, and front set-back areas are not required.

RC-3 Districts: Medium Density.

These districts provide for a mixture of medium-density dwellings similar to those in RM-3 districts with supporting commercial uses. The commercial uses are those permitted in C-2 districts, located in or below the ground story in most instances, and excluding automobile-oriented establishments. Open spaces are required for dwellings in the same manner as in RM-3 districts, except that rear yards need not be at ground level and front set-back areas are not required.

RC-4 Districts: High Density.

These districts provide for a mixture of high-density dwellings similar to those in RM-4 districts with supporting commercial uses. The commercial uses are those permitted in C-2 districts, located in or below the ground story in most instances, and excluding automobile-oriented establishments. Open spaces are required for dwellings in the same manner as in RM-4 districts, except that rear yards need not be at ground level and front set-back areas are not required. The high-density and mixed-use nature of these districts is recognized by certain reductions in off-street parking requirements.

USES PERMITTED

Other activities besides houses and apartments are permitted in Residential districts. In many respects the locations for these other activities or uses would not be changed by the new regulations. Most uses would, however,

However, new development tended to move toward the greatest density that the zoning allowed, which often exceeded the existing density of the area by a considerable margin.

Mixture of uses also continued to occur in commercial zoning districts, although the commercial zoning was cut back considerably in the areas it covered. New housing was permitted in commercial areas; it was not permitted, however, in industrial districts.

In each district, other regulations were established concerning permitted uses, building types, lot coverage, yards, building height, lot size, parking and the ratio of floor area to lot area. The Code provided for transitional uses at certain district boundaries, temporary uses, and conditional uses that could be permitted in specific cases after a hearing by the City Planning Commission. Planned unit developments could be authorized for larger sites through the conditional use process. The 1960 ordinance also provided for termination after a stated period of years of certain nonconforming uses — those uses that pre-dated the zoning regulations and were prohibited in the residential districts in which they were located.

Major Amendments

Because the 1960 controls were mostly new and untested, some of them were shown by actual experience to be not as strict as they should have been. In many respects the 1960 ordinance has been found to be less than adequate. But there is a natural evolution in zoning, and much of the Code has now been revised: regulations for the downtown commercial areas have been replaced; sign regulations have been added; provisions for historic preservation have been enacted; Public Use Districts have been created for public property; institutional master plans are now required to guide the growth of major medical and educational facilities; and a number of other refinements have been adopted. The residential standards have not changed greatly, however, except for amendments to the R-3 districts in 1964.

The most important amendment affecting residential areas has been the addition, in 1972, of comprehensive height and bulk districts, which supplement the residential district controls. This amendment put height limits on every piece of property in San Francisco, with the vast majority of residential areas limited to 40 feet. The height and bulk controls were an outgrowth of the Urban Design Plan.

A further amendment resulting from the Urban Design Plan established limits for building projections over streets. This was enacted in 1973, and the results may now be seen in improved forms for bay windows, with more glass and a varied facade, rather that the continuous and stark overhangs that the former standards allowed.

Since 1960, these and other proposals for change have added up to no fewer than 79 amendments considered for the text of the Code, each addressing a special concern at a special time and forestalling but implying a need for more comprehensive revision of the text, especially the residential provisions. In addition, a thoroughgoing revision of the Zoning Map has not been attempted since 1960, and small-scale reclassifications of property have gone forward according to the Code procedure for such requests; these, however, have merely delayed the necessary citywide remapping.

With respect to residential areas, the 1960 Code in its present form has a number of basic inadequacies, including the following:

1. Considerable discrepancies exist between the residential density permitted in one district and that allowed in the next less dense district.
2. Field surveys carried out during the Residential Zoning Study have confirmed the presence citywide of large variations between the actual level of density in residential neighborhoods and the zoning assigned to them. A row of two-family dwellings zoned R-3, for example, has invited demolition and construction of four units per lot.
3. None of the districts lists the purposes or describes the character of the district.
4. There are inadequate standards for assuring livability of units, especially at the higher densities.
5. The Code requirements are not sufficient in every case to bring about compatibility between the old fabric of the neighborhood and the new structures built under current methods.

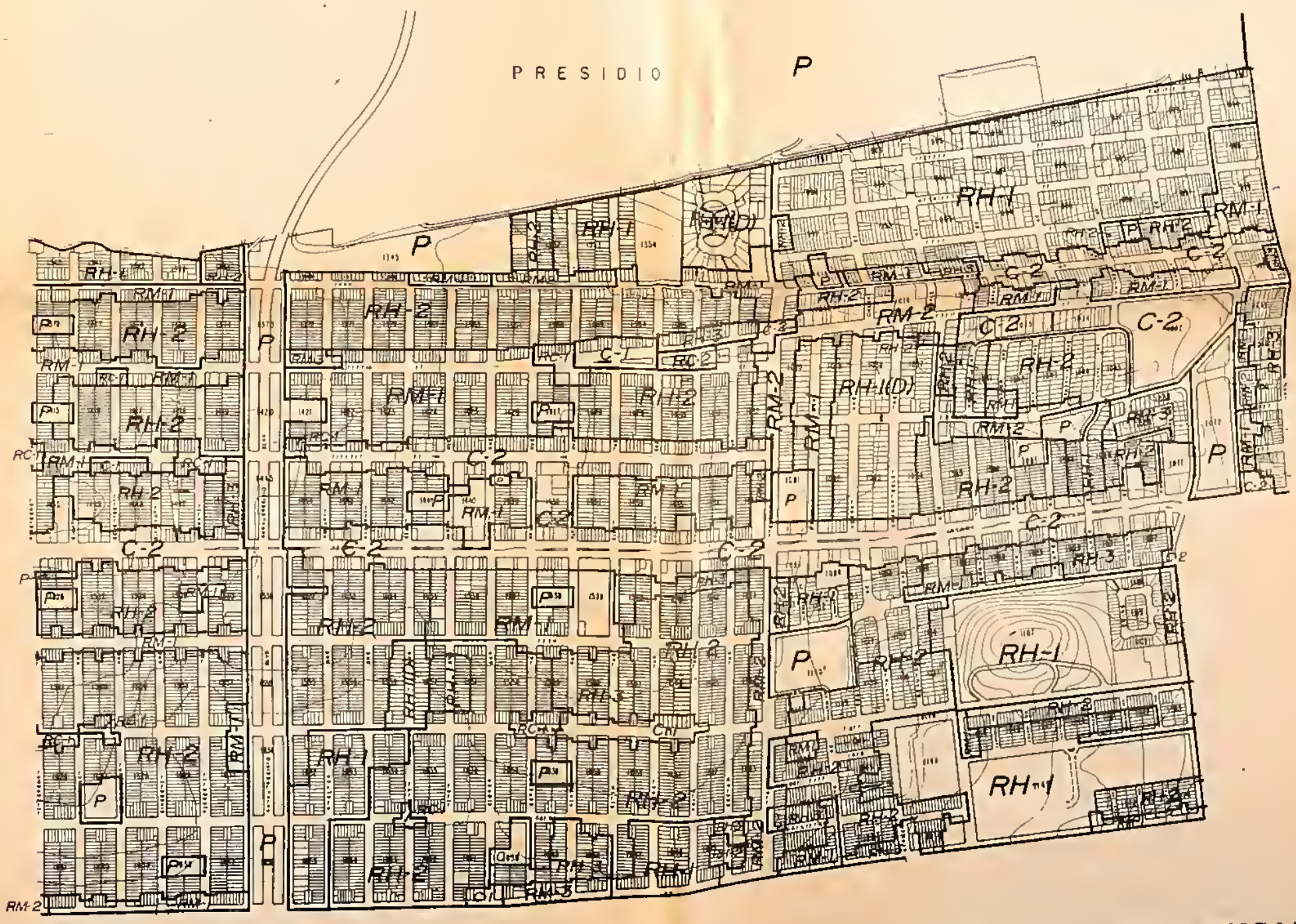
The Current Revisions

In recognition of these and other inadequacies, the minutes of the meeting of August 2, 1973, record the determination of the City Planning Commission to put aside the piecemeal approach to residential zoning which had characterized the period since 1960. The Commissioners concurred with the Director of Planning that the Department should embark on no less than a comprehensive remapping of all the residential areas in the city and a thorough rethinking of all the sections of the Code which address residential matters.

Zoning does not deal with a static city or with issues and persons inflexible to change. Therefore, it is expected that zoning will continue its evolution, with additions and refinements being made as time goes on. The 1921 Code was amplified into the revised Code of 1960; the 1960 Code can now give way before the scrutiny of the citizens and City Planning Commission of today.

This is a sound process. Assumptions made in planning for the 1950's will not be appropriate in the changed world of the 1970's and 1980's. The changes have been especially emphasized in recent years, when most of the City's Master Plan has been revised, height and bulk limits have been adopted which are inconsistent with some zoning districts, and neighborhood residents have requested rezoning of large parts of the city.

There are many more zoning techniques available now than there were in 1921 or even in 1960. Zoning laws should be re-examined and revised periodically if they are to be kept current. Furthermore, there have been changes in San Francisco's population patterns and, perhaps most important, changes in public attitudes about urban living, and about the city and its future, stimulated by an atmosphere of new awareness.



SHEET 3 OF THE ZONING MAP 3
Refer to page 4 for map legend.

be more carefully defined, and in some instances the regulations would change. For example, professional offices, formerly a conditional use in the higher-density apartment districts, would now be permitted only in Residential-Commercial districts. Schools, formerly permitted in the neighborhoods without any special review, would now require conditional use approval.

Such changes are proposed either because sufficient space exists in other areas of the city for such uses, or because the proposed use, though potentially necessary in the neighborhood — a school, for instance — can have significant negative effects upon the surrounding properties if not carefully controlled.

On the other hand, certain uses would be less strictly controlled than under the existing Code. For example:

- New dwellings would be permitted in industrial districts as a conditional use; they are presently prohibited.
- Dwellings would be permitted as accessory uses in artists' work spaces in industrial districts. Such dwellings have been established in older warehouses in some cases.
- Dwellings for senior citizens would be permitted at twice the density normally allowed. This would give incentives for the construction of such needed housing while recognizing the lower activity generation of older persons.
- Child care facilities for ten or fewer children would be permitted without special review.
- Any residential care facility for six or fewer persons in need of 24-hour care by licensed personnel would be permitted without special review.

DIMENSIONS, AREAS AND OPEN SPACES

The proposed regulations governing lot sizes, building dimensions, yard sizes, usable open space and related matters are based upon two leading policies:

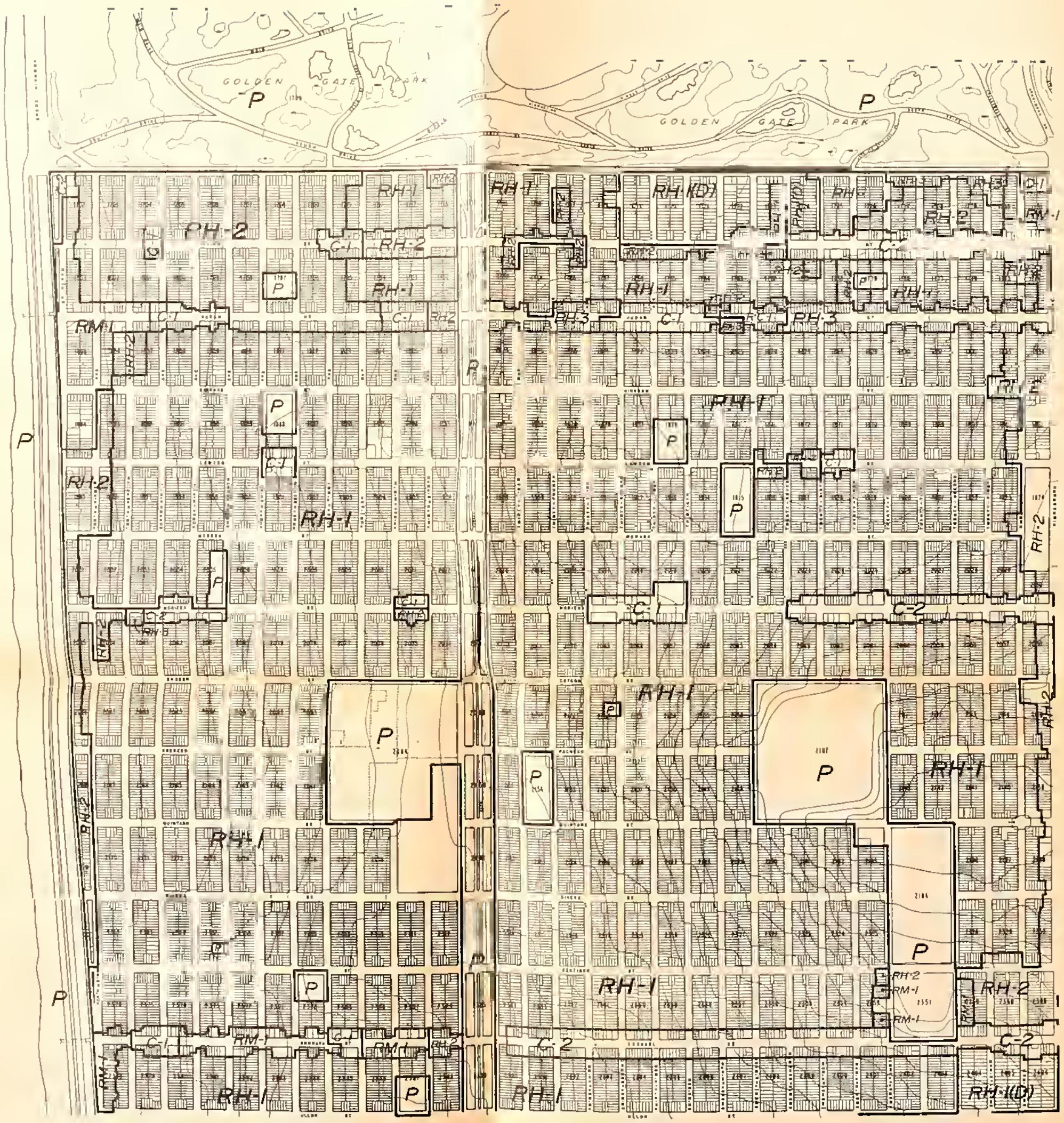
A. Established patterns should be recognized in the design of new buildings and the alteration of existing buildings; and

B. Sufficient amenities and protection should be provided for both the building to be constructed and the other buildings nearby.

Based upon these policies, simple, direct controls have been established. In very brief terms, the rules are as follows:

1. The minimum lot width is 25 feet (except in RH-1(D) districts where it is 33 feet), and the minimum area is 2,500 square feet (4,000 square feet in RH-1(D)). Existing lot size requirements are simplified by these provisions, although it is recognized that greater restrictions may be established for new subdivisions under the City's Subdivision Code.

2. All newly constructed or altered structures in RH and RM districts must have a front set-back equal to the average of the set-backs of the two adjacent buildings, up to a maximum of 15 feet. If there is a previously legislated set-back line, as is true in much of the western part of the city, the more restrictive control will prevail. The set-back requirements are similar to those already in effect as interim controls, providing for continuation and protection of established set-back patterns. (continued on next page)



5 SHEET 5 OF THE ZONING MAP
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THE PROPOSED CONTROLS (cont. from page 7)

3. Side yards would continue to be required only in RH-1(D), the single-family detached districts, with the size of the side yards varying according to the width of the lot.

4. The rear yard requirement would be 25 per cent of the lot depth in certain districts, and in other districts it would vary between 45 per cent and 25 per cent of the lot depth depending upon the average of the rear building walls of the adjacent structures. The view was consistently stated throughout the Residential Zoning Study that the interior block open space, interrupted only by back-yard fences, is one of San Francisco's most valuable urban features; this rule would protect that precious asset while allowing for a larger building if adjacent lots already had such larger buildings. The rear yard requirements are a refinement of systems previously in effect.

5. A specific amount of usable open space would have to be provided for each new dwelling unit in a structure. Some of the open space would have to be private, that is, available to a single apartment or flat; some of it could be common, that is, available to all dwelling units. During the Zoning Study, there was agreement that every house or apartment dweller should have a certain amount of living area with outdoor exposure. Because the topography of much of the city precludes the use of back yards, and because the densities in some areas make ground level space inadequate, the open space may be provided at other locations: on balconies, decks and roof decks, and in interior courtyards. The usable open space requirements are a refinement of standards previously applicable only to certain Residential districts.

6. A requirement is added, for new buildings and additions to existing buildings, providing for installation of street trees in either a set-back area or the public right-of-way. During the present drought, the City will advise developers as to which trees need the least water.

7. Requirements are added, for RH-2, RM-1 and RM-2 districts, to assure that the ground story of dwellings as viewed from the street is compatible with the scale and character of the existing street frontage, visually interesting and attractive in relation to the pattern of the neighborhood, and so designed that adequate areas are provided for front landscaping, street trees and on-street parking between driveways. Blank, unbroken front building facades and constant curb cuts are two of the least-liked aspects of recently constructed residential buildings; the new requirements would restore some of the facade variety that characterizes residential streets.

8. Requirements are added, for RM-1 and RM-2 districts, to moderate the scale of new buildings on wider lots, requiring a visual division into narrower segments along the street facade by means of building stepping, with each division having at least one building entrance.

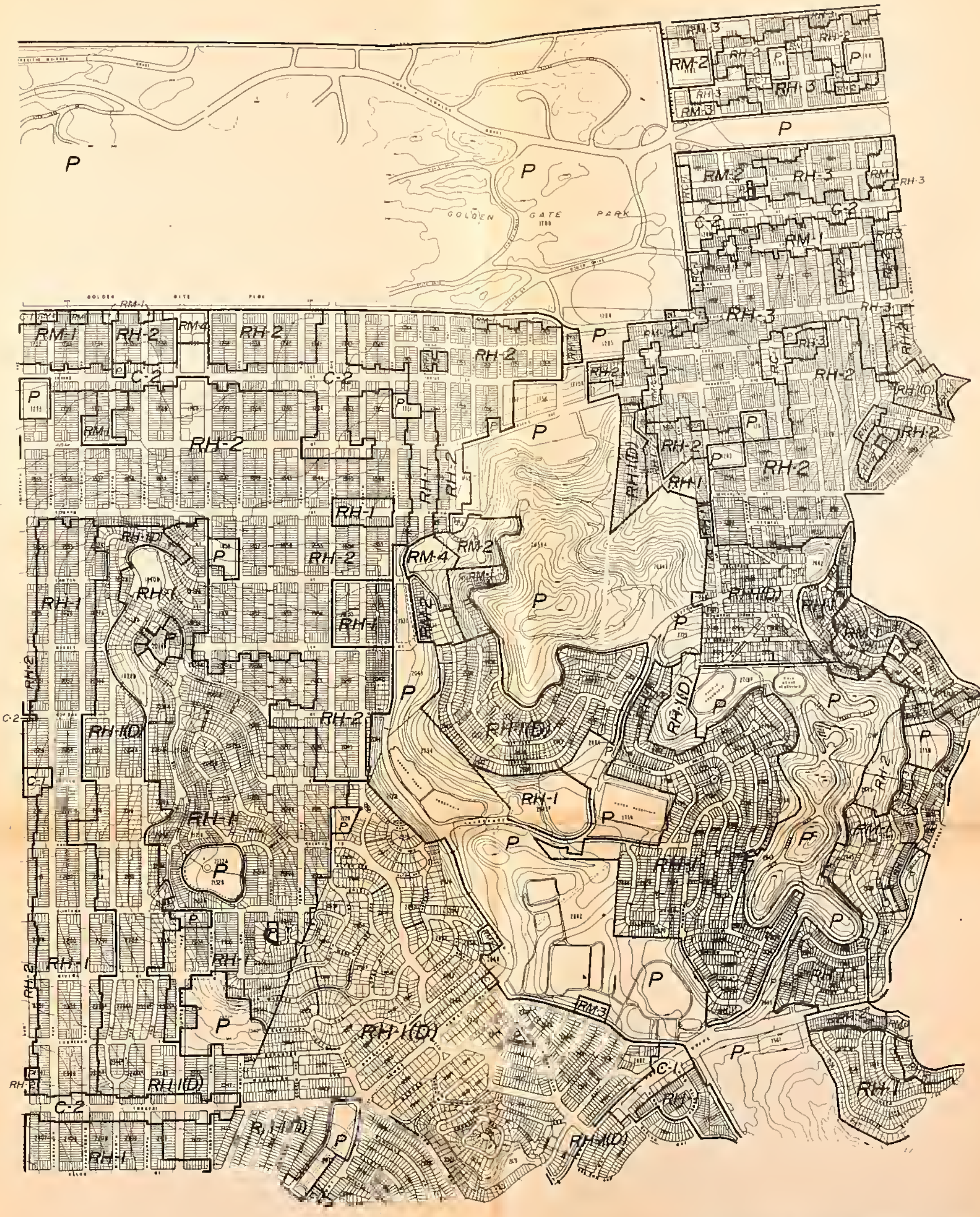
9. In many cases, the various regulations would allow exceptions to the basic rules to fit an existing pattern. For example, the rear yard requirements contain an exception allowing a garage at the rear of a through lot (a lot running through from one street or alley to another) if the adjoining lots both have a garage at that location. Refinements such as these add a needed degree of flexibility to the controls.

10. Two significant changes in height regulations are proposed:

(a) New structures exceeding 40 feet in height in any Residential district, where otherwise permitted by the height limits on the Zoning Map, would be allowed only upon approval by the City Planning Commission according to conditional use procedures.

(b) The front portion of the property in single-family and two-family districts would be limited to 30 feet of building height in order to protect established streetscapes; if existing adjacent buildings were already higher than 30 feet, one could construct to the average height of those structures, up to the maximum height limit otherwise applicable.

It is felt by the Department that such proposed changes would better address the concerns regarding high buildings in Residential districts than would a simple lowering of height limits. Therefore, no proposal is made at this time to



SHEET 6 OF THE ZONING MAP 6
Refer to page 4 for map legend.

change the 1972 height and bulk districts at any location in the city.

OFF-STREET PARKING

Although the basic rule of one off-street parking space for each new dwelling unit would be retained, other changes are recommended either to recognize changing car ownership patterns or to emphasize more strongly the use of transit services. The key changes are:

1. In multi-unit buildings, the fourth required space and one of each two succeeding spaces may be for compact cars. This liberalized allowance would acknowledge the fact that more than 50 per cent of the cars owned in San Francisco are now compact or smaller cars.

2. Non-accessory parking, that is, generally more than 150 per cent of the amount required by the Code, would need conditional use authorization, subject to stated criteria. Such review of proposed parking is one means of encouraging increased transit use.

3. Parking requirements for senior citizens' housing would be lowered to 20 per cent of the requirement for other dwelling units. This would recognize that older persons own far fewer automobiles than younger residents.

4. Parking spaces would be required, in larger facilities, for bicycles and for the automobiles of handicapped persons.

NONCONFORMING USES

Regulations regarding nonconforming uses would be continued in effect, with one very significant change: neighborhood-serving commercial uses in Residential districts, such as corner grocery stores, would now be exempted from the normal termination provisions for nonconforming uses, recognizing the positive aspects of these uses in the neighborhoods. Conditions are prescribed for continuation of these uses, and establishments not complying with such conditions would remain subject to termination. The other provisions pertaining to nonconforming uses are reorganized and spelled out in greater detail.

MAPPING OF DISTRICTS

Thirteen maps in this publication, which collectively cover the entire city, show the proposed detailed lot-by-lot reclassification of residential areas. All residentially zoned property has been proposed to be reclassified, with the former Residential districts replaced in their entirety by the new district designations. The maps also show the existing Commercial (C) and Industrial (M) districts that are not proposed to be reclassified.

Among the more significant criteria used in mapping of the proposed zoning districts are the following:

1. The prevailing existing building form and character have been reflected, except in the case of existing high-rise buildings in areas with lower height limits.

2. The prevailing existing density has been reflected in most cases.

3. The more significant groupings of small, neighborhood-serving nonconforming uses have been placed in a Residential-Commercial Combined district.

4. In some instances, areas on dead-end or narrow streets have been placed in a district with a density level less than the prevailing density.

5. Houses in Victorian period neighborhoods have been placed in RH districts, even though some of the individual houses may have densities greater than those permitted by the RH districts.

6. Areas with a mixture of single-family and two-family homes which were previously zoned two-family have remained under two-family zoning, even if the majority of the houses are single-family.

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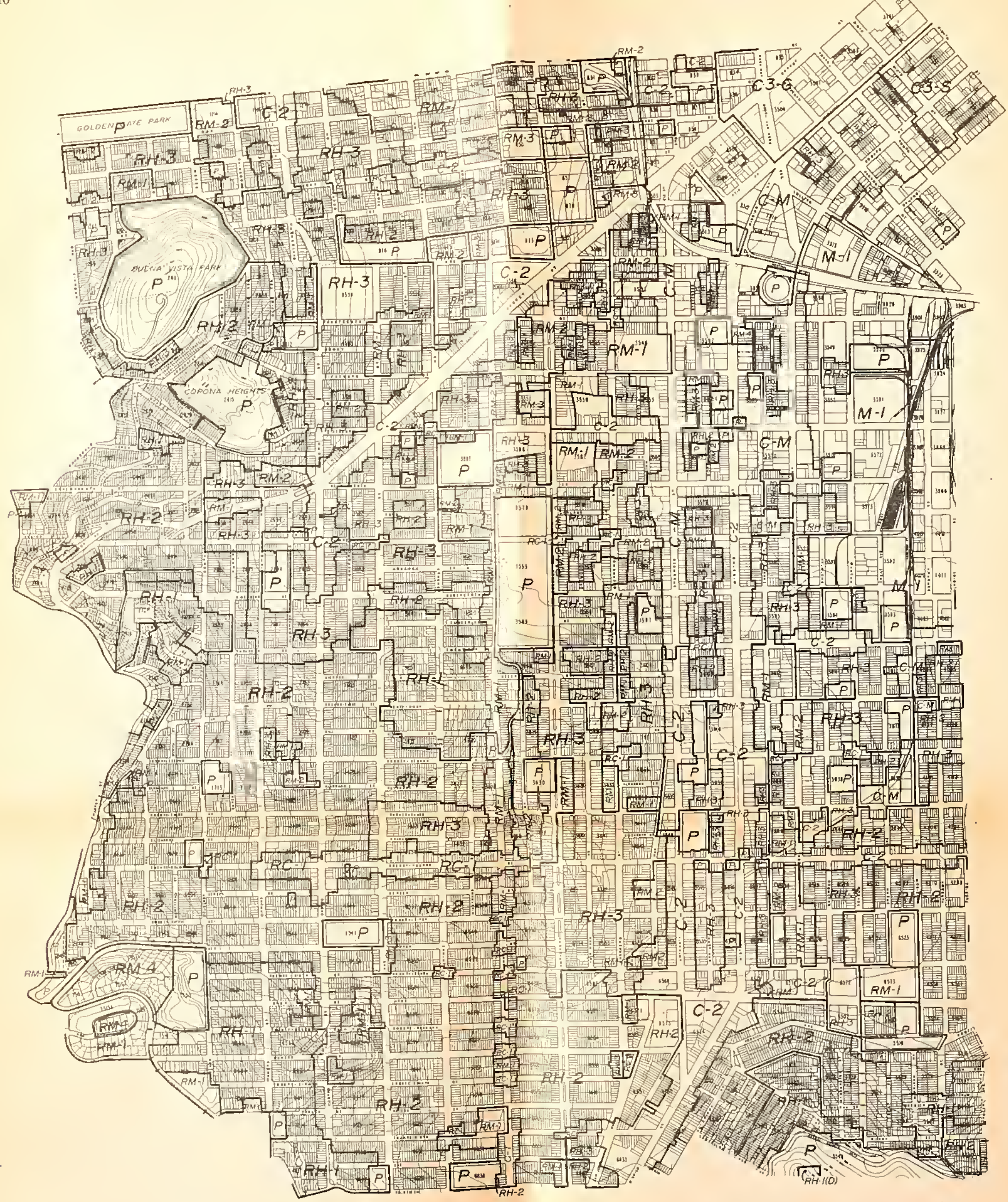

7 SHEET 7 OF THE ZONING MAP

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THE PROPOSED CONTROLS (cont. from page 9)

7. Where areas have been rezoned by action of the Board of Supervisors within the past five years, no proposal has been made to raise the zoning density, even if the prevailing existing development pattern is higher than permitted by the zoning.

8. The Public Use (P) district has been extended to include all property of significant size owned (or leased) and operated by agencies of either the Federal, State or local government. Properties owned but not operated by a public agency have not been placed in a P district.

9. There are minor changes in the boundaries of some neighborhood commercial strips zoned either C-1 or C-2. These changes are mainly on side streets immediately perpendicular to the commercial strips; such streets, though developed residentially, have previously been zoned Commercial, giving an incentive to demolish the homes in order to build either commercial buildings or larger, out-of-scale apartment buildings.

10. In two instances, districts appearing in the text of the regulations have not been placed on the Zoning Map. One of these is the RC-3 district, for which there currently appears to be no area of suitable uses and density, but which might be mapped at a future time as conditions change. The other district is RH-1(S), the district permitting a smaller second unit, usually referred to as a "mother-in-law unit", in what would otherwise be a single-family dwelling. The RH-1(S) district will not be mapped unless requested and supported by a specific neighborhood.

SHEET 8 OF THE ZONING MAP 8
Refer to page 4 for map legend.

The Zoning Study

Reasons for the Study

To understand the reasons for the Residential Zoning Study, it is necessary to return to the late 1960's and early 1970's, and to recall the citywide controversy that arose over apartment developments.

During that time, San Francisco finally began to run out of vacant residential property suitable for development. Some empty lots remained, but many of those were too steep for development to be practical.

The demand for housing, however, did not diminish as the supply of land ran out. The Department of City Planning's 1973 Vacancy Survey found the citywide residential vacancy rate to be 2.6 per cent, one of the lowest in the nation; although the population of the city was declining, the number of households was still increasing. Because of the many features that make San Francisco unique and popular — the hills, the climate, the charm of the neighborhoods, among others — there was a consistent call for more dwelling units of all sizes, and especially for apartments.

However, the size and shape of the new apartment buildings sparked neighborhood protests which became a frequent focus of discussion and concern before the City Planning Commission and Board of Supervisors. The existing zoning controls, developed in the 1940's, put in effect in 1960 and amended thereafter, were the main point of discussion; it had become evident that the written regulations and the district mapping were outdated, and that in some cases there were inappropriate incentives to demolish sound, low-density family housing for replacement by larger, out-of-scale apartment structures.

The adverse effects of these apartments led neighborhood residents' groups to petition the City Planning Commission and Board of Supervisors for "down-zoning", that is, mapping changes that would reduce the number of dwelling units allowed on each lot. In quick succession, groups from the Haight-Ashbury, Richmond, Sunset, Pacific Heights,

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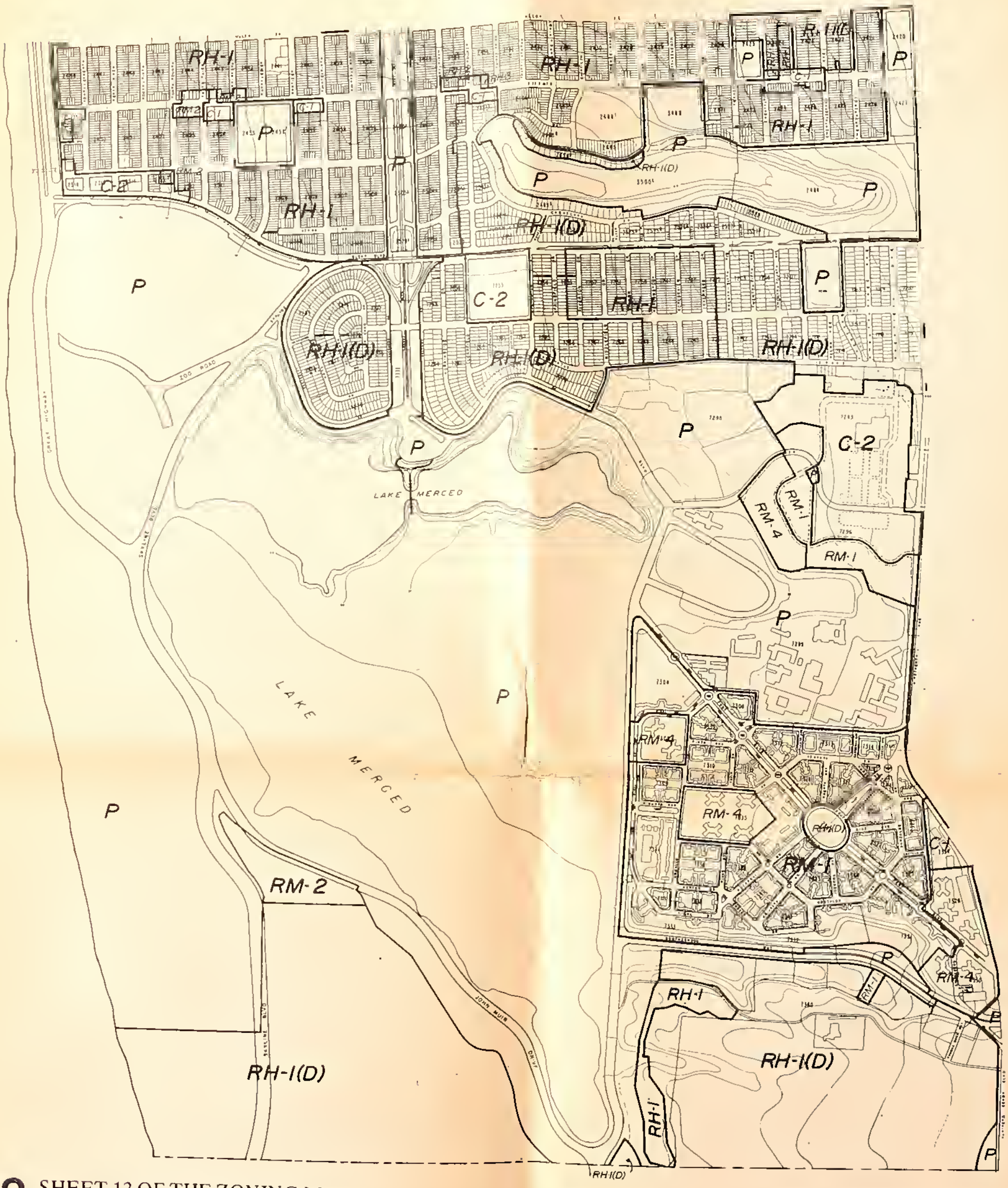

13 SHEET 13 OF THE ZONING MAP
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THE ZONING STUDY (cont. from page 11)

Telegraph Hill, Russian Hill and Nob Hill requested— and for the most part received — such down-zonings.

In the complicated process of these down-zonings, the neighborhood residents, Department staff, Commissioners and Board members all realized two things: first, reducing densities alone did not solve the problem, since the standards governing the sizes and shapes of buildings did not change and out-of-scale development continued; and second, the districts one could choose from — R-1-D through R-5 — presented too limited a choice in terms of the varied character of San Francisco's neighborhoods. These facts, and others discussed elsewhere in this publication, made it clear that the proper solution would be comprehensive revision of all the residential zoning controls.

Pressure to change the city's zoning policies came from many quarters. The broadly based Fair Housing Planning Committee, created by the Board of Supervisors in 1973 to come up with "a comprehensive plan for the racial, ethnic and economic integration of residential neighborhoods", strongly criticized what it perceived to be policies fostering development of large, dense, multi-unit housing complexes. Replacement of smaller, resident-owned dwellings with such structures tended to strengthen, and in some cases make worse, residential segregation in San Francisco, the Committee said. It was recognized, however, that this problem affected all city residents, not just the poor and minorities.

For other reasons, too, the time was right for a comprehensive zoning revision. It may be said that the Residential Zoning Study was an integral part of a shift in attitudes among the city's residents, and of broader planning efforts. Most of the City's current Master Plan, including the Urban Design Plan, was written or revised between 1971 and 1973, with addition of statements pointing to a need for a new look at residential zoning. This city, like many others, was shifting away from urban renewal policies to housing rehabilitation and neighborhood conservation, and implementing the new policies through the FACE and RAP programs. The continued loss of families with children led to an ordinance prohibiting discrimination against such households in property rentals. In addition, a variety of other legislation at the state and local levels addressed environmental and housing matters.

Interim Controls

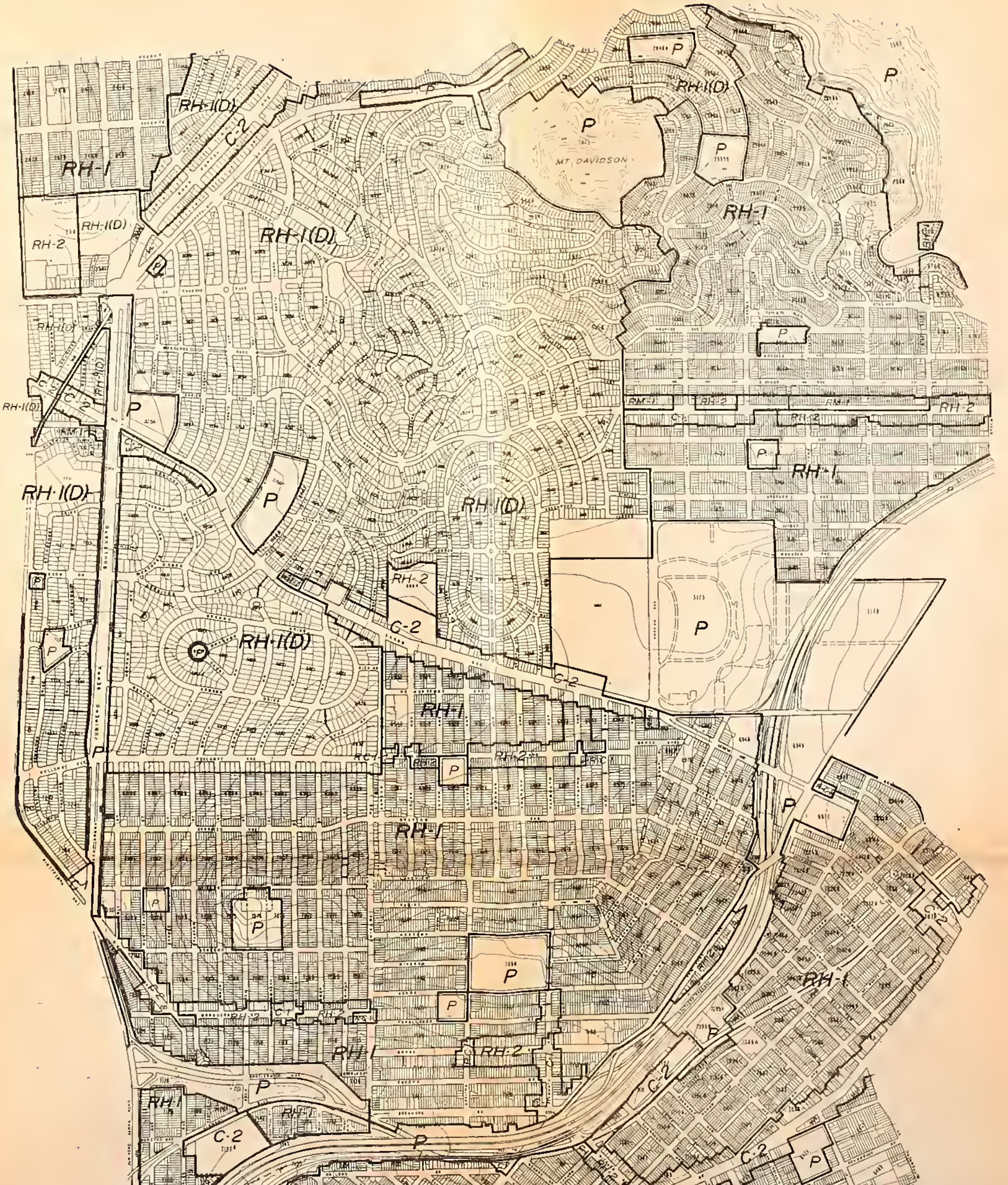
The Zoning Study began in this atmosphere. Even as the work was being programmed by the Department, the Commission expressed concern that the city would lack sufficient zoning protection during the period of the Study. Experience throughout the country had shown that without adequate controls there was apt to be a rush of permit applications for inappropriate development before new zoning controls could take effect.

On the basis of this concern, the Department developed; and on January 28, 1974, the Board of Supervisors passed, a set of interim controls intended "to provide additional zoning safeguards during the comprehensive study and review process that will develop permanent districts and standards for revision of residential zoning in San Francisco". This ordinance had strong support throughout the city.

The interim controls moderated new development during the period of the Study by greatly increasing required rear yard sizes, establishing front set-backs in most areas, and encouraging conversion of dwellings rather than demolition. These controls did not change the Zoning Map, however.

Phases of Work

With interim protection established, the Zoning Study staff actually began its work in July of 1974. The first two years were divided into four six-month phases. In the first phase, about 200 neighborhood groups and 20 citywide organizations with a variety of interests were invited, in August 1974, to participate in defining the precise issues to be addressed by the Study, and many of these met with the Department staff. An extensive questionnaire was



SHEET 12 OF THE ZONING MAP 12
Refer to page 4 for map legend.

distributed to over 2,000 members of neighborhood organizations and other individuals, requesting views regarding aspects of the quality of life in the neighborhoods, and brought a respectable 20 per cent response. Area planners assigned to the city's 15 Community Planning Areas attended neighborhood meetings and synthesized the concerns expressed in a series of papers on neighborhood issues. A slide presentation prepared by the Study staff was shown to numerous groups to elicit still further ideas.

This period of intensive communication crystallized in better form many of the facts already apparent about the residential preferences of San Franciscans, who have long been known for their vigorous citizen participation in politics and planning. Among the major conclusions were the following:

- Whatever the nature of their own particular neighborhoods, San Franciscans generally like them and want to preserve them in their present form.
- The most consistent concern, in this connection, is with conservation of the character and scale of the neighborhoods, particularly in terms of building form and density.
- Where down-zoning to a level compatible with existing neighborhood characteristics has not been effected in recent years, such down-zoning will be supported.
- A wide choice of housing, in unit type, size, location and price, is important to San Franciscans, but such housing, whether rehabilitated or new, should always complement the existing quality and particular attributes of the neighborhoods.
- Neighborhood residents are willing to accept some new construction, but only if it respects the character, scale, pattern and intensity of older development.
- Instead of eliminating all commercial and industrial nonconforming uses in residential areas by 1980, San Franciscans want to perpetuate the small, pedestrian-oriented personal service establishments and retail stores that add to the convenience and life of their neighborhoods.

The Study staff, in a memorandum on March 6, 1975, responded to these and the many other public concerns through a series of planning objectives with accompanying policies. These objectives and policies, together with their stated assumptions, formed the basis for the subsequent phases of work.

The second six-month phase was devoted to collection of extensive background data, including information on maps, necessary for development of the standards, the zoning districts and the mapping proposals. This information included zoning history, building height and bulk characteristics and requirements, transportation and transit facilities, potential hazards to residential use, adopted City policies and programs for residential development, residential construction activity, historically and architecturally significant buildings, non-residential uses and population characteristics.

In addition, a large number of existing and proposed land use control ordinances for cities and counties throughout the United States and Canada were analyzed for possible application to the San Francisco situation. Other literature was reviewed, and legal and construction experts were called upon for advice.

From this analysis, the Department, in August 1975, published a paper outlining four potential conceptual zoning frameworks:

1. A non-zoning approach, such as is used in Houston, Texas.
2. A single set of zoning districts with each having uniform standards throughout the city. This is the most common form of zoning in this country, and is the framework of the existing City Planning Code in San Francisco.
3. A zoning schedules approach, allowing selection, from numerous adopted schedules or lists, of a series of

(continued on next page)

11 SHEET 11 OF THE ZONING MAP
Refer to page 4 for map legend.

THE ZONING STUDY (cont. from page 13)

regulations to be combined and mapped for each given land area to form zoning districts.

4. An overlay approach, establishing one layer of controls to apply throughout the city and additional layers to apply in different portions of the city for the purpose of recognizing local characteristics.

Thus, the staff considered the full scope of possible zoning techniques, suggested by many sources. The third six-month phase of work narrowed down the possible techniques into a system that appeared best designed to meet the objectives of the Study. In this analysis, innovations were sought and many were included. At the same time, the better features of the existing zoning districts were not abandoned.

Above all, the many potential techniques were reviewed in terms of the principle that what is finally proposed for legislative action must be easily understood, fully enforceable, and administratively workable. These considerations favored continuation of the approach using a single set of zoning districts, but with major refinements to recognize the building character and density of individual areas.

During the third six-month phase, the work also concentrated upon four additional aspects:

1. Characterization of all residential areas according to generalized residential building form and other attributes, so that an appropriate set of zoning districts might be determined for the city.

2. Review of the types and characteristics of non-residential uses occurring in residential areas, including their advantages and disadvantages for those areas.

3. Development of housing quality standards that will direct construction into forms compatible with the surrounding neighborhood, and at the same time provide adequate amenities for the occupants.

4. Review of automobile ownership patterns, as well as other modes of transportation available for all uses in residential areas.

In this work, field and office analyses of existing land use patterns were carried out. Plans of recent apartment buildings, and the buildings themselves, were studied; numerous interviews with tenants, managers, building designers and owners were conducted. Minutes of past Commission meetings, past correspondance to the Department and interviews with neighborhood residents were reviewed to assess the impacts of non-residential, especially institutional, uses in the neighborhoods. Surveys of car ownership and parking were conducted throughout the city.

These and other analyses resulted in a memorandum, dated November 20, 1975, which outlined the basic direction to be taken by the new zoning proposals. This memorandum was then discussed with 44 interested groups and organizations at a series of six meetings during January 1976, each meeting focusing on a different area of the city. The comments received at these meetings were summarized in a memorandum from the Study staff to the Director of Planning on February 2, 1976, copies of which were widely circulated. In general, this work was well received; where

SHEET 10 OF THE ZONING MAP 10
Refer to page 4 for map legend.

there was disagreement with specific parts of the proposals, the comments made were extremely helpful in the fourth phase of the Study, the gradual refinement of the controls.

From February through May of 1976, the Department staff visited every block of every residential street in the city, mapping in detail the districts outlined in November and modified in February. In addition the staff refined the outline of proposed regulations governing permitted uses, building sizes, parking and other factors.

The staff continued to meet with outside experts during this period, especially those who deal with the actual design and construction of residential structures. Regular meetings with a committee of the Northern California Chapter of the American Institute of Architects (AIA) and with the Residential Builders Association of San Francisco were especially helpful. Also, the Department began a collaborative relationship with the University of California at Berkeley Department of Architecture, funded by grants from the National Endowment for the Arts, which assisted the City in organizing and subdividing the neighborhood concerns so that they might be reflected in proposals carefully aimed at mediating the conflicts between neighborhood preservation interests on the one hand and development interests on the other.

The May 1976 Proposals

Finally, on May 20, 1976, the Department presented to the City Planning Commission detailed lot-by-lot zoning reclassification maps and a description of the standards found by the staff to be most appropriate for consideration for the residential areas of San Francisco. After more than eight hours of public testimony, the Commission passed a resolution of intention to consider these proposals, which had the effect of establishing the proposals as interim controls. In its action, the Commission directed the staff to refine the maps and regulations proposed prior to scheduling of the public hearings that would lead to a Commission recommendation to the Board of Supervisors.

Since May 1976, the Department has been testing and refining the initiated maps and regulations to produce a final set of controls. Throughout the summer of 1976, meetings were held in the neighborhoods, with Commissioners in attendance, to receive public comments. Other meetings have continued with individual neighborhood groups and with such organizations as the AIA committee, the Residential Builders Association, the Chamber of Commerce, the Board of Realtors, SPUR, Heritage and the Coalition for San Francisco Neighborhoods. The collaborative relationship with the University of California at Berkeley has continued, also.

An economic consulting firm, Gruen Gruen + Associates, was hired during this latter period to assess the effects of the proposed zoning. Their report, entitled "Analysis of Economic Impacts of the Proposed Change in San Francisco Zoning", was published on December 17, 1976, and is being used extensively by the Department and members of the public.

In addition, an Economic Advisory Committee, consisting of representatives from the building industry, the Chamber of Commerce, neighborhood groups, the Board of

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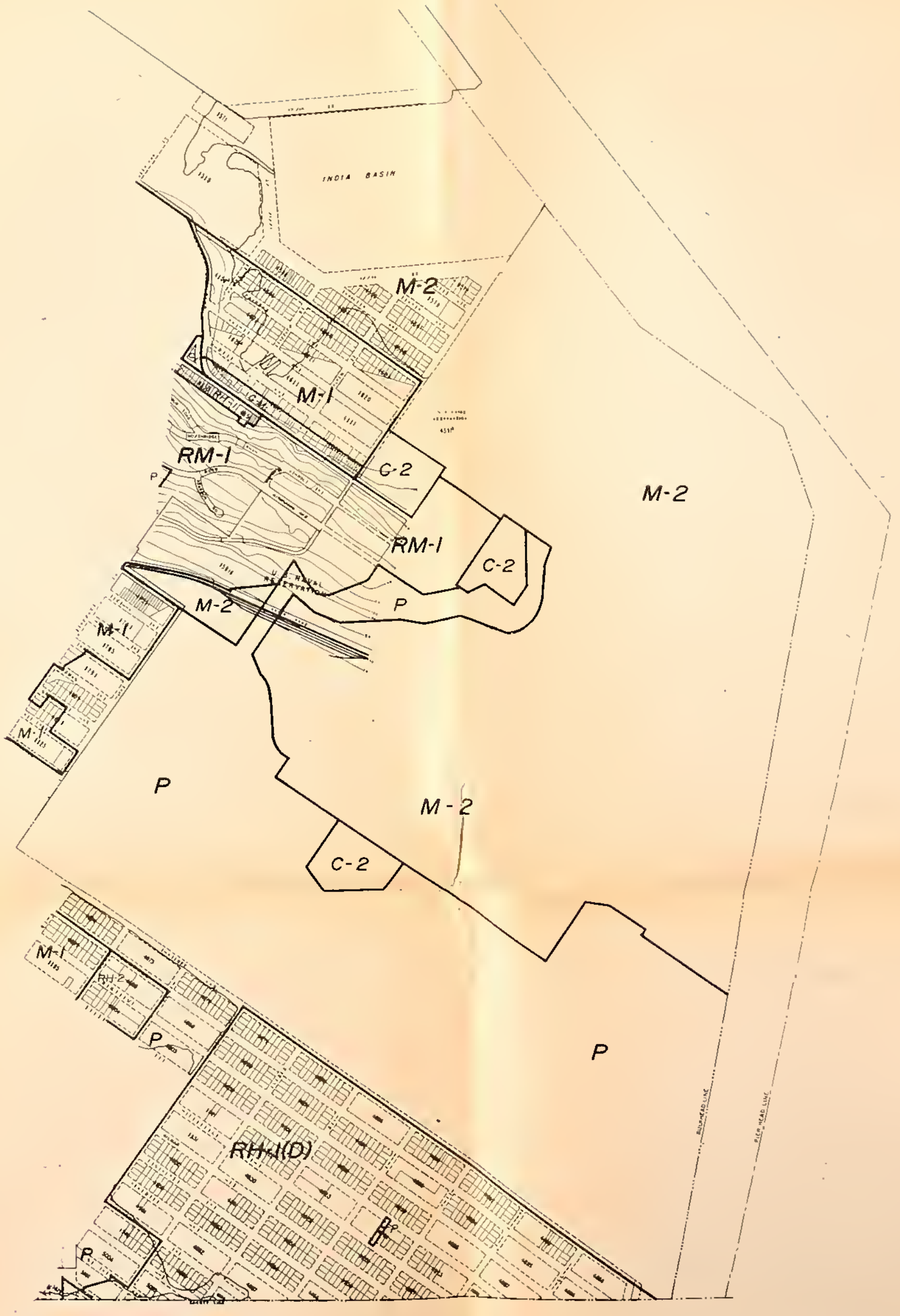

9 SHEET 9 OF THE ZONING MAP
Refer to page 4 for map legend.

THE ZONING STUDY (cont. from page 15)

Realtors, lending institutions, the Assessor's Office, and others, have assisted both the economic consultant and the Department in reviewing the economic implications of the proposed zoning, especially in terms of the supply of housing, the cost of new housing, and property values and the tax base.

Discussions were also held with the developers and funders of housing for lower income and elderly residents. These meetings led to a clearer understanding of the potential effects of various zoning controls upon these groups, and of mechanisms that might assist the development of housing in these categories.

In order to provide as much flexibility as possible during this difficult period of transition from one set of zoning standards to another, minor changes have been approved by the Commission in both the maps and the written proposals throughout the testing period when the Commission and Department have felt the changes would still meet the objectives of the May 1976 report. The most significant of these changes were outlined in a memorandum to the Commission on March 10, 1977, and approved by the Commission March 31, 1977.

Final Refinement

In the final months leading up to the presentation of November 29, 1977, the Department has refined the proposed zoning maps in two additional field surveys of the entire city. In these surveys, the staff re-analyzed each area in the light of the more refined standards being developed, and considered questions raised by neighborhoods and individual property owners about the mapping of many specific areas.

The proposals for amendments to the text of the City Planning Code were put in the form of more precise regulations, related to the rest of the Code, tested for application to a variety of building situations, and illustrated with diagrams.

Now, at the conclusion of the drafting process, the Department has refined the maps and written regulations to the point where it believes the draft proposals before the City Planning Commission will truly strike the desired balance between preservation and change. After these years of methodical discussion, analysis, testing, redrafting and clarification, regulations are now presented which give the property owner and builder the necessary development flexibility and at the same time give adequate protection to the amenities of adjacent properties and the character of entire neighborhoods. It is in this reasoned balance that future residential construction in San Francisco should take place.

SUMMARY OF PROPOSED CITY PLANNING CODE DEVELOPMENT STANDARDS FOR RESIDENTIAL DISTRICTS

As Proposed by the Department of City Planning to the City Planning Commission on November 29, 1977

ZONING DISTRICT	MAXIMUM DWELLING UNIT DENSITY (Sec. 209.1)	OTHER PRINCIPAL USES (Permitted as of Right) (Secs. 209 through 209.9)	OTHER CONDITIONAL USES (Subject to Commission Approval) (Secs. 209 through 209.9)	MINIMUM LOT SIZE (Sec. 121)	BASIC FLOOR AREA RATIO (Other than Dwellings) (Sec. 124)	FRONT SET-BACK REQUIREMENTS (Sec. 132)	REAR YARD REQUIREMENTS (Sec. 134)	USABLE OPEN SPACE REQUIREMENTS FOR DWELLING UNITS (Sec. 135)	OTHER SPECIAL REQUIREMENTS
RH-1(D) House, One-Family (Detached Dwellings)	One dwelling unit per lot	Residential care facility for 6 or fewer, child care facility for 10 or fewer, open space for horticulture or passive recreation; public structure of used a non-industrial character; sale of lease sign	Child care facility for 11 or more, elementary school, secondary school, religious institution; community facility; open recreation area; greenhouse or plant nursery, utility installation or public service facility, community garage, access driveway to C or M district, non-accessory parking for a specific use; Planned Unit Development.	Width: 33 ft. Area: 4,000 sq. ft.	1.8 times lot area.	Based upon average of adjacent buildings, up to 15 ft. or 15% of lot depth.	45% of lot depth, except for reductions based upon average of adjacent buildings.	300 sq. ft. of private space per unit	(Sec. 133) Side yards, requirement based upon lot width (Sec. 261) Use district height limit 35 ft., 30 ft. at front of property
RH-1 House, One-Family	One dwelling unit per lot, up to one unit per 3,000 sq. ft. of lot area (maximum of 3 units) with conditional use approval			Width: 25 ft. Area: 2,500 sq. ft.	1.8 times lot area.	Based upon average of adjacent buildings, up to 15 ft. or 15% of lot depth.	45% of lot depth, except for reductions based upon average of adjacent buildings.	300 sq. ft. of private space per unit	(Sec. 261) Use district height limit 35 ft.; 30 ft. at front of property.
RH-1(S) House, One-Family with Minor Second Unit	Same as for RH-1 or 2 dwelling units per lot with second unit limited to 600 sq. ft. of net floor area			Width 25 ft. Area: 2,500 sq. ft.	1.8 times lot area.	Based upon average of adjacent buildings, up to 15 ft. or 15% of lot depth.	45% of lot depth, except for reductions based upon average of adjacent buildings.	300 sq. ft. of private space per unit; 100 sq. ft. for minor second unit	(Sec. 261) Use district height limit 35 ft., 30 ft. at front of property
RH-2 House, Two-Family	Two dwelling units per lot, up to one unit per 1,500 sq. ft. of lot area with conditional use approval		Same uses as above, plus: Group housing, boarding, group housing, religious orders, group housing, medical and educational institutions, hotel up to 5 rooms, medical institution, residential care facility for 7 or more, post-secondary educational institution	Width: 25 ft. Area: 2,500 sq. ft.	1.8 times lot area	Based upon average of adjacent buildings, up to 15 ft. or 15% of lot depth	45% of lot depth, except for reductions based upon average of adjacent buildings.	100 sq. ft. of private space per unit	(Sec. 144) Limits on parking entrances and blank facades. (Sec. 261) Use district height limit 40 ft., 30 ft. at front of property
RH-3 House, Three-Family	Three dwelling units per lot, up to one unit per 1,000 sq. ft. of lot area with conditional use approval			Width: 25 ft. Area: 2,500 sq. ft.	1.8 times lot area.	Based upon average of adjacent buildings, up to 15 ft. or 15% of lot depth.	45% of lot depth, except for reductions based upon average of adjacent buildings.	100 sq. ft. per unit if all private, common space substituted must be 1/3 greater. 65% of space in project must be private	(Sec. 144) Limits on parking entrances and blank facades.
RM-1 Mixed, Low Density	One dwelling unit per 800 sq. ft. of lot area			Width 25 ft. Area: 2,500 sq. ft.	1.8 times lot area	Based upon average of adjacent buildings, up to 15 ft. or 15% of lot depth.	45% of lot depth, except for reductions based upon average of adjacent buildings.	100 sq. ft. per unit if all private; common space substituted must be 1/3 greater. 50% of space in project must be private.	(Sec. 144) Limits on parking entrances and blank facades. (Sec. 145) Building stepping and multiple pedestrian entrances on wider lots.
RM-2 Mixed, Moderate Density	One dwelling unit per 600 sq. ft. of lot area.	Same uses as above, plus: Group housing, boarding, group housing, religious orders	Same uses as above, excluding those listed in previous column as principal uses	Width: 25 ft. Area: 2,500 sq. ft.	1.8 times lot area	Based upon average of adjacent buildings, up to 15 ft. or 15% of lot depth.	45% of lot depth, except for reductions based upon average of adjacent buildings.	80 sq. ft. per unit if all private; common space substituted must be 1/3 greater, 50% of space in project must be private	(Sec. 144) Limits on parking entrances and blank facades. (Sec. 145) Building stepping and multiple pedestrian entrances on wider lots.
RM-3 Mixed, Medium Density	One dwelling unit per 400 sq. ft. of lot area.			Width 25 ft. Area 2,500 sq. ft.	3.6 times lot area	Based upon average of adjacent buildings, up to 15 ft. or 15% of lot depth.	25% of lot depth, but no less than 15 ft.	60 sq. ft. per unit if all private; common space substituted must be 1/3 greater, 50% of space in project must be private.	
RM-4 Mixed, High Density	One dwelling unit per 200 sq. ft. of lot area.			Width: 25 ft. Area: 2,500 sq. ft.	4.8 times lot area.	Based upon average of adjacent buildings, up to 15 ft. or 15% of lot depth.	25% of lot depth, but no less than 15 ft.	36 sq. ft. per unit if all private; common space substituted must be 1/3 greater. 50% of space in project must be private.	
RC-1 Residential-Commercial Combined, Low Density	One dwelling unit per 800 sq. ft. of lot area.	Same uses as above, plus Hotel up to 5 rooms; out-patient clinic, philanthropic facility; child care facility for 11 or more; elementary school; secondary school, religious institution; community facility; private recreational facility; open recreation area; greenhouse or plant nursery; access driveway to C or M district; C-1 commercial establishment in or below ground story.	Same uses as above, excluding those listed in previous column as principal uses, plus: Hotel of 6 or more rooms; C-1 commercial establishment above ground story.	Width: 25 ft. Area: 2,500 sq. ft.	1.8 times lot area.	No requirement	25% of lot depth, but no less than 15 ft.	100 sq. ft. per unit if all private; common space substituted must be 1/3 greater. 50% of space in project must be private.	(Sec. 209.8) Commercial establishments exclude those designed primarily for customers arriving at that establishment by private motor vehicle.
RC-2 Residential-Commercial Combined, Moderate Density	One dwelling unit per 600 sq. ft. of lot area.			Width. 25 ft. Area: 2,500 sq. ft.	1.8 times lot area.	No requirement.	25% of lot depth, but no less than 15 ft. (at dwelling levels only).	80 sq. ft. per unit if all private; common space substituted must be 1/3 greater. 50% of space in project must be private.	
RC-3 Residential-Commercial Combined, Medium Density	One dwelling unit per 400 sq. ft. of lot area.	Same uses as above, plus: C-2 commercial establishment in or below ground story.	Same uses as above, plus: C-2 commercial establishment above ground story.	Width: 25 ft. Area: 2,500 sq. ft.	3.6 times lot area.	No requirement.	25% of lot depth, but no less than 15 ft. (at dwelling levels only).	60 sq. ft. per unit if all private; common space substituted must be 1/3 greater, 50% of space in project must be private.	
RC-4 Residential-Commercial Combined, High Density	One dwelling unit per 200 sq. ft. of lot area.			Width: 25 ft. Area: 2,500 sq. ft.	4.8 times lot area.	No requirement.	25% of lot depth, but no less than 15 ft. (at dwelling levels only).	36 sq. ft. per unit if all private; common space substituted must be 1/3 greater. 50% of space in project must be private.	

NOTE

This chart is only a summary of the proposed City Planning Code provisions. The Code sections referred to in the chart should be consulted for the complete requirements, and for detailed methods by which these requirements are applied to specific property situations.

For answers to questions concerning this summary chart and the Code provisions, contact the Department of City Planning at 558-3055, or visit the Department at 100 Larkin Street.

The chart above covers only the proposed Residential zoning districts, the principal subject of the current Code revisions. Other use districts not covered by the chart are the Commercial and Industrial districts (Code Sections 210 through 227), Public Use districts (Sections 234 through 234.2) and special use districts (Sections 235 through 240.3, and Sheets 1SUa, 1SUb and 2SU of the Zoning Map).

Other Code provisions of general application to Residential districts that are not referred to in this chart are the following:

- Height and Bulk Districts (Sec. 122, Article 2.5 and Sheets 1H through 13H of the Zoning Map)
- Review of buildings exceeding a height of 40 feet in Residential districts (Sec. 253)
- Legislated set-back lines, which may be more restrictive than Sec. 132 (Sec. 131 and ordinances and resolutions for specific streets)
- Obstructions permitted over streets and alleys and in required set-backs, yards and usable open space (Sec. 136)
- Requirement that all dwelling units face on an open area (Sec. 140)
- Screening of rooftop features (Sec. 141)
- Screening of parking (Sec. 142)
- Street trees required for new development (Sec. 143)
- Off-street parking requirements (Article 1.5)
- Off-street loading requirements (Article 1.5)
- Accessory uses permitted for listed principal and conditional uses (Secs. 204 through 204.5)
- Temporary uses permitted by action of the Commission or Zoning Administrator (Secs. 205 through 205.2)
- Nonconforming uses (Secs. 180 through 187)
- Density limitations for group housing (Sec. 208)
- Sign regulations, including special sign districts (Article 6, especially Sec. 606 and Secs. 608 through 608.10, and Sheet SSD of the Zoning Map)